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SOCIAL SECURITY IN REVIEW

EMPLOYMENT SECURITY operations during April provided only a slight indication of general improvement in employment conditions, despite the fact that benefit payments to unemployed workers declined by more than 10 percent from the total for the preceding month. The April total of approximately $42.3 million represented compensation to a weekly average of about 961,000 insured workers for nearly 4.2 million weeks of unemployment. It was estimated that a minimum of about 1.1 million claimants received at least one benefit check during the month. The reduction in the amount of benefits—the first in any month since October 1939—was attributed largely to administrative factors in some of the more important industrial States. Increased lag in the issuance of checks and additional waiting-period requirements in connection with the beginning of new uniform benefit years in some States were among the factors which contributed to the decline, although slight improvement in employment also was observed in some areas. Decreases in benefit payments were general throughout the country; only 11 States and the Territory of Hawaii reported increases.

In contrast to the reduction in benefit payments, the number of continued claims for benefits received during April increased by nearly 18 percent, reaching the largest total recorded for any month since benefits first became payable. The increases in claims received were attributable largely to the initiation of new uniform benefit years in several large industrial States. In some States seasonal declines in employment contributed to the increases reported.

Substantial increases in the number of private placements through public employment offices were reported for April. The total of nearly 259,000 was 19 percent above the number for the preceding month. Declines during April were reported for only four States. Relatively larger increases were reported for placements in temporary jobs than for those in jobs lasting more than a month. Approximately 35,600 of the placements reported for April, or about 12 percent of the total, were in public employment. The number of such placements during the month was about 40 percent above the total for March but was only about half of that for April 1939.

More than 1.5 million applications for employment were received during April, a total approximately 13 percent above that for the preceding month and nearly 30 percent larger than in April 1939. Decreases in the number of applications during April 1940 were reported, however, for 19 States and the District of Columbia. The active file of persons registered as in search of employment rose to almost 5.7 million as of the end of April; this total was more than 13 percent above that at the end of the preceding month.

OBLIGATIONS INCURRED from Federal, State, and local funds for payments to recipients of public assistance, general relief extended to cases, subsistence payments by the Farm Security Administration, and earnings of persons employed under Federal work programs declined slightly during April to a total of approximately $279.5 million. Earnings of persons employed under Federal work programs, which amounted to more than $187 million for the month, constituted nearly two-thirds of this total; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind—financed from Federal, State, and local funds—amounted to $51.6 million, nearly 19 percent of the total; and general relief payments from State and local funds accounted for $37.8 million or 13.6 percent of the total.

The estimated number of different households receiving aid under one or more of the assistance and work programs on which current data are published by the Social Security Board also

declined slightly in April to a total of about 6.2 million. Preliminary estimates indicated that these households probably comprised more than 17.9 million individuals.

Total obligations for assistance and earnings in April 1940 were about 10 percent less than the sum expended for the same month of 1939. The decline was principally attributable to a decrease of 21 percent in the amount of earnings received by persons employed on projects of the Work Projects Administration. Payments for general relief, earnings of enrollees in the Civilian Conservation Corps, and earnings on other Federal work and construction projects also declined from April 1939.

PRESIDENT ROOSEVELT'S Reorganization Plan No. IV, under the provisions of which the Food and Drug Administration, St. Elizabeth's Hospital, Freedmen's Hospital, Columbia Institution for the Deaf, and Howard University are transferred to the Federal Security Agency, is to become effective June 30, 1940, in accordance with a resolution (H. J. Res. 551) approved on June 4. The resolution also provides that Reorganization Plan No. III shall take effect on the same date and that Reorganization Plan No. V shall take effect 10 days after the enactment of the resolution.

PAUL V. MCNUTT, Administrator of the Federal Security Agency, announced on June 12 that he had requested the Social Security Board to invite all directors of State employment security agencies to Washington for a conference on the responsibility they will be called upon to assume in connection with the program for national defense. Mr. McNutt pointed out that the Bureau of Employment Security of the Social Security Board has already established working relationships with the Federal agencies concerned with mobilizing the manpower required for defense industries and indicated that these agencies have been informed of the facilities and services available through public employment offices.

"In the planning of our placement program it will be necessary to obtain all available information on the labor market," Mr. McNutt declared. "The staff facilities of the Bureau of Employment Security are being coordinated to speed the assembly . . . of such information, including data on the probable future needs for workers. The task of the State employment agencies will be to supply these workers as speedily and efficiently as possible. Unless this recruitment is conducted in an orderly manner, confusion and chaos in the labor market may result; misdirected and uncoordinated migration will be stimulated; new defense industries will be disorganized; and regular private industry will be unnecessarily deprived of needed workers."

Mr. McNutt subsequently made public preliminary results of a Nation-wide inventory of the 5.1 million active job seekers registered with public employment offices in April. It was indicated that preliminary data have now been received on the number, location, and occupation of skilled workers available in 33 States. Data for all States will be available in the near future.

"The conclusion to be drawn from these data," Mr. McNutt declared, "is that no general labor shortage exists at present." He pointed out, however, that increased production in defense industries on an emergency basis depends to a large degree upon having a sufficient number of skilled workers in certain key occupations. "The question of the availability of such workers," he said, "thus assumes new importance in view of expected industrial expansion and greater requirements in the future. It is expected that special efforts will be necessary, as has been the case on occasions during recent years, to meet temporary shortages in certain specialized skills in specific local areas."

In addition to the intensive analysis of the active file inventory, the Social Security Board will have available current reports from State employment security agencies providing information on the number of skilled jobs which could not be filled locally but which were filled after a canvass of employment offices in other areas; the number of jobs remaining open for one week or more; and other data pertinent to the adequacy of the country's labor force for the present emergency. There are now approximately 1,500 permanent full-time employment offices in operation and more than 3,100 additional points serving less densely populated areas on a part-time basis. These offices now provide placement services in every county where need for such service exists.

FORMULAS FOR VARIABLE FEDERAL GRANTS-IN-AID

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THE WIDE DIFFERENCES in the financial resources of the States greatly complicate the determination of methods of allocating Federal grants-in-aid for welfare services. Care must be exercised to avoid accentuating variations from State to State in either the level of welfare services or the fiscal burden on the State, if State participation in financing such services is required. The use of Federal grants-in-aid to narrow differences among the States with respect to both the level of welfare services and the fiscal burden of these services is commonly referred to as equalization.

If matching is required at a ratio uniform for all States, the States with large financial resources tend to obtain relatively larger grants than States with smaller resources. This tendency lessens the likelihood that Federal programs using the 50-50 matching formula will result in reasonably adequate welfare services or payments to needy persons irrespective of the State in which they reside. Differences among the States in the relative amount of Federal grants received under this formula lead almost inevitably to variation in the level of payments or services to recipients. In an analysis of these problems in the January Bulletin [1] it was suggested that the relative income status of the inhabitants of each State—as expressed in widely accepted figures representing State per capita incomes—could provide an appropriate index on which to base variation in the degree of Federal financial participation in State welfare programs, provided such variation is considered a sound policy.

The present article examines the elements necessary in grant-in-aid formulas, if distribution of grants among the States is related to differences in their per capita incomes. The discussion is in terms primarily of objective formulas, written specifically into the enabling statutes in such a way that the application of the prescribed formula to the State per capita income figures automatically yields the apportionment ratios to be used. The inclusion of a formula of this type in the statute itself has much to commend it.

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[1] Gerig, Daniel S., Jr., "The Financial Participation of the Federal Government in State Welfare Programs," *Social Security Bulletin*, Vol. 3, No. 1 (January 1940), pp. 21-33.

Formulas if State Financial Participation Not Required

If State participation in the cost of a welfare program is not made a specific condition for receipt of Federal grants-in-aid, the grants will nearly always be in terms of a fixed dollar amount to be distributed among the States. In this case the formula need consist simply of a method of allotting this fixed sum. Since the size of the grant to each State is independent of whether it expends any funds of its own on the program, or of how much it expends, the distribution of any given appropriation can be related directly to variations in per capita income as well as to other significant variables.

This type of grant is exemplified by portions of the grants under the Social Security Act for public-health work and for services for crippled children which are allocated in accordance with the "financial need" of the States. States are not required to match these grants, and both the Public Health Service and the Children's Bureau, in administering them, use State per capita incomes as one factor in determining financial need.[2] The Federal aid-to-education bills (S. 1305 and H. R. 3517, 76th Cong., 1st sess.) also contain a formula which does not require any specific expenditure from State funds as a condition for receipt of the grants and which bases the size of the grant to each State in part upon an index of the State's "financial ability." The measure of financial ability proposed in these bills is the estimated revenue which could be raised in each State by use of what is essentially a "model" tax system. Grants to States for unemployment compensation administration under title III of the Social Security Act also have no requirement of matching. However, since these grants are to cover the entire cost of the "proper and efficient administration" of State laws, there is no necessity for making allowance for differences in State financial resources in the allotment of amounts.

[2] See secs. 512 (b), 514 (c), and 602 of the Social Security Act as amended; Regulations of the Surgeon General, U. S. Public Health Service, May 23, 1939, as amended Dec. 29, 1939; and *Hearings Before the Subcommittee of the Committee on Appropriations, House of Representatives . . . on the Department of Labor—Federal Security Agency Appropriation Bill for 1941*, (76th Cong., 3d sess.), pt. I, pp. 301-302.

In allotting the appropriation for a grant-in-aid program requiring no State financial participation, it is necessary to take direct account not only of differences in financial resources but also of variations in the need of the States for the particular welfare services provided by the program. This determination of need may necessitate recognition of several factors. In one way or another, some weight must be given to differences in total population, to ensure larger grants for the more populous States. If the program is limited to a special category of individuals—such as children, crippled children, the aged, the blind, the disabled, or workers covered under a social insurance plan—the allotment formula should take account also of variations among the States in the proportion of the total population which is represented in the special category. Finally, if only the "needy" in these special categories are eligible for the services provided, the allotment formula must give weight to the proportion of total persons in the category covered by the program who are dependent and come within the definition of "needy." The relative need of each State, after giving due weight to all factors of this sort, can be expressed for purposes of the formula as a percentage of the aggregate national need.

Formulas can readily be developed for combining measures of State need, on the one hand, and per capita income figures or other measures of State financial resources, on the other. One possible procedure is to divide the Federal appropriation into two parts, one of which is distributed on the basis of the percentage of the total national need in each State, and the other on the basis of relative differences in State per capita incomes. In the latter distribution, after the States have been arrayed in the order of their per capita incomes, the ratios of the per capita income of the State or States having the largest per capita income to that of each State can be multiplied by the population of each State. This yields a series of weighted population figures adjusted for differences in per capita income which can be used for making the allotment to each State.

A somewhat different method is to develop an index for each State by dividing the percentage representing the State's proportion of total national need by the percentage representing the State's proportion of total financial resources. These State indexes can then be used to allocate the entire appropriation, by allotting to each State an amount which is the same percentage of the total appropriation as the index for each State is of the sum of the indexes for all States.[3]

The Federal cost for a given level of payments or services is obviously higher when State financial participation is not required. Moreover, State participation is desirable, particularly in a program involving large grants-in-aid, as one method of encouraging the careful use of the grants by the receiving jurisdiction. Wise and prudent use of Federal funds under the public assistance programs is more likely, for example, when States are required to finance part of the payment to each recipient. For these reasons, and also because the larger Federal grant-in-aid programs typically require the expenditure of some funds from State sources, the remainder of this analysis of variable-grant formulas related to State per capita incomes proceeds on the assumption that States are required to participate in the cost.

Formulas if State Participation Required

Two basic types of Federal grant-in-aid programs requiring State financial participation may be distinguished for purposes of the present discussion. In one type, the enabling authorization specifically limits the total amount which can be appropriated annually for the Federal grants, and only a fixed and definite sum is available for distribution among the States. Most existing Federal grant programs requiring State participation, other than those for public assistance, are of this type.

In the second type, the enabling act authorizes an annual appropriation of "a sum sufficient to carry out the purposes of the program." Such a provision may be construed in one sense as authorizing an unlimited amount of grants within the framework of other provisions of the law relating to State participation, maximum payments or services to individual recipients, and so forth. A system of "open-end grants" may be necessary for broad and comprehensive welfare programs in which the aggregate need of the States is both large and somewhat indeterminate. The grants-in-aid authorized by the three public assistance titles of the Social Security Act are of

[3] For a discussion of formulas taking into account both financial resources and need where no specific State participation is required, see Advisory Committee on Education, *Principles and Methods of Distributing Federal Aid for Education*, Staff Study No. 5, 1939.

this type. Part of the grants proposed in the national health bill [4] introduced by Senator Wagner would be of this type after the first few years of operation; and the grants for "general public assistance" proposed in H. R. 5736,[5] introduced by Representative Voorhis, would be of this type after the first year of operation.

The problem of constructing formulas to take account of differences in the financial resources of the States, as measured by their per capita incomes, varies somewhat for each of the two types.

State Participation With Specific Limit on Total Grants

Two distinct elements must be present in the formula if the authorization prescribes a specific maximum dollar amount. In the first place, it must establish rules for allotting the fixed sum among the States, to prevent a few States from obtaining more than their fair share of the total grants at the expense of other States. Such rules must take into account differences among the States in the need for the particular program, since some States are much larger than others and since the need for the service provided may differ widely in relation to the size of the State. Some of the factors to be taken into account in allotting a fixed sum on the basis of need have already been mentioned.

The formula must also establish the terms upon which a State can obtain the funds allotted to it. Special attention can and should be paid to differences in the financial resources of the States—particularly if large expenditures from State funds are required for the States to take full advantage of their allotments. Otherwise, even though a liberal allotment may be assigned to a State with large need, the relative smallness of its financial resources may prevent it from taking full advantage of its allotment.

The construction of a formula for relating to their per capita incomes the terms upon which States obtain their allotments can be accomplished in several different ways. One type of formula establishes varying ratios between Federal grants and expenditures from State funds. Such ratios are applicable to all or any part of the allotment, depending on the amount of expenditure from State funds. The problems of developing a formula which bases such varying ratios of Federal participation upon differences in State per capita income are similar to those under grant-in-aid programs where the authorization does not place a specific limit on the total amount of grants. These problems are discussed in subsequent sections.

A formula of this general type, with a limited authorization during the first 3 years, is provided in connection with most of the grants proposed in the Wagner health bill (S. 1620). The method of distributing the grants for hospital construction proposed in S. 3230,[6] as passed by the Senate on May 30, 1940, also bears some general similarities to this type of formula.

The latter bill authorizes grants totaling $10 million during each of the next 6 fiscal years. It requires the Surgeon General, in fixing the proportion of the total cost of each project covered by the Federal grant, to take into consideration the per capita income of the State applying for a grant, or, if the applicant is not a State, the per capita income of the State in which the applicant is located.[7] It includes no formula for determining the exact percentage of Federal participation in each project but places minimum and maximum limits of 25 and 90 percent, respectively, upon such participation. An amendment to this bill proposed by Senator Taft also provided that the percentage of the total cost of each project covered by the Federal grant should vary in accordance with the per capita incomes of the applying States, but within a range of from 40 to 90 percent. The exact percentage under this proposed amendment would be fixed by a national advisory hospital council.

A second type of formula for establishing the varying terms upon which the States may obtain the allotments assigned to them prescribes for each State a specific or minimum lump-sum amount to be expended from State funds as a condition for receiving its entire allotment. One

[4] S.1620, 76th Cong., 1st sess.

[5] 76th Cong., 1st sess.

[6] 76th Cong., 3d sess.; bill introduced by Senators Wagner and George.

[7] The hospital construction bill as passed by the Senate provides that counties, health or hospital districts, or other political subdivisions, as well as States, may apply for grants. If applications from such subdivisions are approved, the Surgeon General in his determination of the proportion of the total cost of the project to be covered by the Federal grant is required to take into consideration not only the per capita income of the State in which the subdivision is located but also the "financial condition and ability" of the subdivision itself. There are of course wide variations among the per capita incomes of the subdivisions of a State as well as among the States themselves. No official estimates of the per capita incomes of such subdivisions are available at the present time.

method of determining such lump-sum amounts takes into account differences in the income positions of the States by requiring all States to spend from their own funds amounts equivalent to a uniform percentage of the total income of their inhabitants.

It is possible to devise a formula for any given Federal appropriation which will bring into balance the Federal grant to each State and the expenditures from State funds, representing a uniform percentage of the income of its inhabitants, and which will also produce Federal grants, for all States combined, equal to the specified Federal appropriation. If a formula of this sort is used, approximate equalization of welfare services provided by the various State programs can be achieved by relating the Federal allotments directly to the need of each State. At the same time, equalization of the fiscal burden of State participation is achieved through requiring the expenditures from State funds in all States to represent a uniform proportion of the total income of their inhabitants. This general type of formula is similar to that used by some States in distributing school aid to localities.

State Participation Without Specific Limit on Total Grants

For the public assistance programs under the Social Security Act and for other programs having an "open-end" authorization, it is unnecessary to establish an allotment for each State, since the grants obtained by one State do not lessen the amount of grants which other States may obtain. To the extent that its expenditures are eligible for matching in accordance with the conditions imposed by the enabling Federal statute, a State may obtain Federal grants proportionate to the funds it is able and willing to provide. Accordingly, the type of formula required in this case need only establish for each State the ratio between expenditures from State funds and obtainable Federal grants.

Once this ratio is established, the actual amount of grants going to any State is dependent solely upon the legally matchable amount the State spends from its own funds. An allowance for relative differences in the financial resources of the States can be made only by varying the percentage ratios of participation assigned to the various States. The remainder of this article considers the characteristics which are necessary in a formula of this type so that it will relate effectively the percentage ratios of Federal participation to differences in the per capita incomes of the States.

It is desirable first, however, to refer briefly to a proposed alteration of the 50–50 matching formula which would produce a certain amount of variation in the effective percentages of Federal participation from State to State, although this variation would not be based on an index of financial resources. As applied to the public assistance programs, this alteration requires the Federal grant to cover a larger proportion of the cost of that part of a payment to a recipient below a specified amount than of that part of the payment exceeding the specified amount. An illustration of this type of proposal is contained in S. 3030,[8] introduced by Senator Connally.

Since the average payment per recipient differs from State to State, this change would cause the effective percentages of Federal participation in total State payments to vary somewhat from one State to another. Moreover, because of the tendency for States with relatively small financial resources to pay smaller amounts per recipient, these effective percentages would tend to be higher for such States than for States with larger resources and, in general, higher levels of payment. For this reason it has been claimed that such a formula would result, indirectly, in a system of variable grants.

A plan of this sort would probably increase substantially the aggregate Federal cost of a particular grant-in-aid program as contrasted with the cost of the 50–50 arrangement, particularly if the Federal share of the first part of the payment to recipients was larger than 50 percent. Although the plan would make additional funds available to the States with smaller resources, it would also increase the amount of Federal participation in the programs of States with larger resources. Moreover, because of the disproportionate increase in outlays from State funds required to maintain average payments above the dividing point, there might be a tendency for the average payment in most States to be frozen at the point of maximum Federal contribution.

If variable ratios of participation are con-

[8] 76th Cong., 3d sess. A number of other bills have also been introduced which provide for various proportions other than that in S. 3030.

sidered a desirable objective, it seems a sounder method to base them specifically and directly upon an index such as per capita income, which reflects State differences in financial resources. The formula used should be so designed that it produces automatically and objectively the appropriate percentage of Federal participation for each State, given the per capita income of the State. Under such a formula the degree of Federal participation is expressed in a schedule of percentages varying inversely with the per capita incomes of the States, rather than as a uniform percentage for all States.

Selection of a midpoint around which to range such a schedule of percentages presents certain problems. The most obvious alternatives probably are 50 percent, 33⅓ percent, or 66⅔ percent. The broad policy objectives of a grant-in-aid program must influence the final choice. In the absence of strong contradictory reasons, it is perhaps most appropriate to range the percentages around a midpoint of 50, particularly if a variable-grant formula is substituted in an existing program which previously was on an equal matching basis. In programs in which the national interest is paramount—a program established in connection with the national defense, for example—the Federal percentages might be ranged around 66⅔ percent. In contrast, in programs in which the State interest is considered predominant, the percentages might be ranged around a midpoint of 33⅓ percent. The subsequent discussion proceeds on the assumption that the percentages are centered around 50, although the formulas outlined could be developed equally well on the basis of a different assumption.

Conversion of Per Capita Incomes to Variable Percentages

While formulas for translating State per capita income differentials into a schedule of variable Federal percentages can be developed in several different ways, four main types have been selected for discussion. These are designated as (a) "linear interpolation" formula, (b) "bracket type" formula, (c) "ratio to midpoint" formula, and (d) "ratio to national average" formula.

The "linear interpolation" formula requires, as the first step, a decision as to what the most favorable and the least favorable Federal percentages shall be. These percentages are assigned to the two States with the lowest and highest per capita incomes, respectively. The percentages for the remaining States are then calculated by distributing linearly the difference between the maximum and minimum Federal percentage over the range of States. This type of formula is suggested by the provisions of section 1101 (e) of the Wagner health bill, although its use would not be mandatory under that section.

Despite its simplicity this formula has a definite limitation in that the percentages of all States are considerably influenced by the specific per capita incomes of the two States with the lowest and highest per capita incomes. A substantial change from one year to another in the per capita income of either of these two States would affect markedly the percentages for all other States during the following year even though the per capita incomes of the other States remained the same. Despite the general stability of the relative income positions of the States in the past, this limitation lessens somewhat the usefulness of this method.

The percentages resulting from this formula would also be affected appreciably if the island possessions were included in a grant-in-aid program. No official estimate of the per capita income of Puerto Rico is available, but limited information indicates that it is below that of any of the States, the District of Columbia, Alaska, or Hawaii. If Puerto Rico were included in a grant-in-aid program,[9] its per capita income would constitute one of the two extremes under this formula, and the Federal percentages for all other States—except the State with the highest per capita income—would be noticeably smaller than if Puerto Rico were excluded.

The "bracket type" of formula involves establishing a limited number of brackets, with perhaps 5 or 10 States in each bracket. The same Federal percentage would apply to all States within one bracket. The assignment of States to the different brackets might be based either on the relative ranking of the per capita income of each State in an array—for example, by deciles or quartiles—or on the income bracket within which the per capita income of each State falls, such as $200–$300, $300–$400, and so forth.

[9] Puerto Rico at present is eligible for the grants provided by titles V and VI of the Social Security Act but not for grants under the 3 public assistance titles. It would be eligible for most of the grants-in-aid proposed in the Wagner health bill.

While such an arrangement may appear fairly workable at first glance, it might necessitate a considerable amount of administrative discretion in determining the brackets. Furthermore, the percentage assigned to any State whose per capita income is near the border line of a bracket would undergo a substantial change if only a slight change in its per capita income shifted it from one bracket to another. Any formula placing such reliance on relatively insignificant variations in the per capita income figures would not be desirable.

The "ratio to midpoint" formula assumes that the figure representing the national per capita income is equated to 50 percent or to whatever midpoint is selected. Specifically, it would require the percentage of total expenditures derived from State funds in each State to bear the same ratio to 50 percent (or other midpoint) as the per capita income of each State bears to the national per capita income. Thus, if the national per capita income for one year were $500 and the per capita income of a given State were $250, the percentage of total expenditures to be derived from that State's funds would be one-half of 50 percent or 25 percent. The Federal grant, accordingly, would cover 75 percent of the cost of the program in that State. Similarly, if the per capita income of another State were $750, the percentage of State participation required in this case would be 75, while the Federal grant would cover only 25 percent of the cost.

A formula of this type might appear logical because of its use of the ratios between State and national per capita incomes. It would result, however, in a rather wide range in the Federal percentages for different States, including a zero Federal percentage where the per capita income of a State is more than double that of the Nation as a whole. This wide range may lessen its desirability, at least until some experience has been gained in operating a variable-grant plan. Moreover, the ratio of State to Federal participation is not the same as the ratio of a State's per capita income to the national per capita income. These characteristics suggest that a still different type of formula might be more desirable.

The fourth type or "ratio to national average" formula also uses the ratios between national and State per capita incomes to determine the ratios between the Federal and State percentages of participation for each State, but equates the total to 100. In more precise terms, the percentage of Federal participation for each State would bear the same ratio to the percentage of State participation as the national per capita income bears to the per capita income of the State.[10] If the national per capita income were $500, for example, and the per capita income of a certain State were $250, the Federal percentage of participation for that State would be 66⅔ and the State percentage would be 33⅓. If the per capita income of another State were $750, the Federal percentage would be 40 and the State percentage 60.

One advantage of this "ratio to national average" formula is that, as it is applied to smaller and smaller per capita incomes, it results in Federal ratios of participation which increase at a constantly increasing rate. A second important advantage is that a substantial change in the per capita income of any one State from one year to another can exert only a small influence upon the percentages assigned to all other States, since these other percentages change only to the extent of the shift in the national average resulting from the change occurring in the one State. Moreover, the percentages produced under this formula would form a continuous series rather than the discrete series which the "bracket" type of formula would produce. In contrast to the "ratio to midpoint" formula, this fourth formula would result in a somewhat narrower range in the percentages for the various States—probably a desirable characteristic, especially when a plan of variable grants is first established. In view of these considerations, this fourth formula appears superior in many respects to the other three types discussed.

Use of 3-Year Moving Average

In order that the legislatures and administrative agencies of the receiving jurisdictions may be able to plan the financing of their welfare programs reasonably far in advance, a variable-grant formula should be so devised that sudden and substantial changes in the Federal percentages of participation will not occur from one year to the next, except when changes of a genuinely catastrophic nature occur in the income position of a

[10] A partial application of this general type of formula appears in S. 2203 (76th Cong., 1st sess.) introduced by Senator Byrnes, and in H. R. 5736 introduced by Representative Voorhis.

State. A previous analysis [11] indicated that, in the past at least, there has been a relatively high degree of stability in the per capita income rankings of most of the States from one year to another. To minimize the possibility of sudden changes in the Federal percentages of participation, however, the formula should relate the percentages, not to the per capita incomes for a single year but to the averages for several years. A span of at least 3 years appears desirable for this purpose. A moving average may be used to accomplish this objective.

The statute establishing a variable-grant plan should also indicate when and how frequently the participation percentages should be recomputed. Since the percentage applicable to a given State would be the same throughout the intervening period, Federal administration of the grants would encounter few problems not already present when the percentages are uniform for all States.

Percentages Resulting From Two Formulas

The arithmetic averages of the per capita incomes of each of the States and the District of Columbia for 1936, 1937, and 1938 are shown in the second column of table 1. The States are arrayed in the ascending order of their average per capita incomes during this 3-year period.

The Federal percentages obtained by applying the "linear interpolation" formula to these per capita income averages are shown in the third column. A Federal percentage of 66⅔ has been assigned to Mississippi, with the lowest per capita income—$215—and of 33⅓ to the District of Columbia, which has the highest—$1,210. The percentages for the remaining States have been computed by distributing linearly over the range between the two extremes the difference between these two percentages (33⅓ percent). For convenience, the intermediate percentages have been computed only to the nearest whole number.

This formula produces a Federal percentage of more than 50 percent for all but 5 States and the District of Columbia, which have the highest per capita incomes. It is evident that the substitution of a formula of this sort for a 50–50 matching formula in an existing grant-in-aid program would probably lead to a substantial increase in Federal costs, since the weighted average percentage of Federal participation for the entire program would be well in excess of 50 percent.

[11] See the *Bulletin*, January 1940, p. 32, table 4.

Table 1.—*Average State per capita income payments, 1936–38, and Federal percentages of participation derived by two variable-grant formulas*

State	Per capita income payments, 1936–38 average [1]	Federal percentages derived from—		Percentage increase or decrease in grants under "ratio to national average" formula as contrasted with 50–50 formula [4]
		"Linear interpolation" formula [2]	"Ratio to national average" formula [3]	
(1)	(2)	(3)	(4)	(5)
United States	$539			
Mississippi	215	66⅔	66⅔	100
Arkansas	223	66	66⅔	100
Alabama	236	66	66⅔	100
South Carolina	257	65	66⅔	100
Georgia	288	64	65	86
North Carolina	291	64	65	86
Tennessee	292	64	65	86
Kentucky	293	64	65	86
North Dakota	316	63	63	70
Oklahoma	323	63	63	70
South Dakota	340	62	61	56
Virginia	357	62	60	50
Louisiana	371	61	59	44
West Virginia	391	61	58	38
Texas	403	60	57	33
New Mexico	415	60	56	27
Kansas	433	59	55	22
Nebraska	435	59	55	22
Iowa	449	59	55	22
Missouri	452	59	54	17
Vermont	461	58	54	17
Florida	464	58	54	17
Idaho	465	58	54	17
Utah	476	58	53	13
Maine	480	58	53	13
Indiana	481	58	53	13
New Hampshire	517	57	51	4
Minnesota	519	57	51	4
Wisconsin	541	56	50	0
Arizona	549	55	50	0
Colorado	552	55	49	−4
Pennsylvania	563	55	49	−4
Oregon	573	55	48	−8
Montana	575	55	48	−8
Washington	606	54	47	−11
Maryland	614	53	47	−11
Wyoming	616	53	47	−11
Ohio	618	53	47	−11
New Jersey	620	53	47	−11
Illinois	629	53	46	−15
Michigan	632	53	46	−15
Massachusetts	685	51	44	−21
Rhode Island	690	51	44	−21
Connecticut	743	49	42	−28
California	826	46	39	−36
Nevada	827	46	39	−36
Delaware	845	46	39	−36
New York	855	45	39	−36
District of Columbia	1,210	33⅓	33⅓	−50

[1] Based on U. S. Department of Commerce figures, *Survey of Current Business*, April 1940, p. 10.

[2] Federal percentages obtained by distributing linearly over the range between the highest and lowest per capita incomes the difference between the lowest and highest percentages (33⅓ percent).

[3] Federal percentage for each State bears same ratio to State percentage as national per capita income bears to per capita income of State. Maximum limit of 66⅔ percent and minimum limit of 33⅓ percent on Federal percentages assumed.

[4] Derived by formula: percent of change for a State=

$$\left(\frac{\text{Federal percent}}{100-\text{Federal percent}}-1\right)\times 100$$

Expenditures from State funds are assumed to be the same under either formula.

The Federal percentages obtained by application of the "ratio to national average" formula are shown in the fourth column of the table. To make them comparable with the percentages in the third column, maximum and minimum limits of 66⅔ percent and 33⅓ percent, respectively, have been assumed.

The use of the "ratio to national average" formula, with minimum and maximum limits, produces Federal percentages of less than 50 for 18 States and the District of Columbia. For 5 of these—the District of Columbia, New York, Delaware, Nevada, and California—the formula produces Federal percentages below 40 percent. The 3-year averages of the per capita incomes of Arizona and Wisconsin are so close to the national average for the same period that their percentages are on a 50–50 basis. The remaining 28 States are assigned a Federal percentage above 50 by this formula. The 12 States with the lowest 3-year average per capita incomes are assigned Federal percentages of 60 or more.

If no limits are applied, the actual range of the Federal percentages derived by application of the "ratio to national average" formula to the 1936–38 per capita income figures is from 31 to 71. If a range of this magnitude is regarded as undesirable, a provision can be inserted in the formula placing a specific maximum limit, a minimum limit, or both, on the Federal percentages.

Whether a range of Federal participation as large as from 31 percent to 71 percent is desirable, or whether narrower limits should be established, is a matter of broad policy. The range between the 3-year average per capita incomes of Mississippi and the District of Columbia is from $215 to $1,210, representing a ratio of about 1 to 5.6. If the Federal percentage of 71, produced by unlimited application of the formula, were assigned to Mississippi, that State would receive a Federal grant of approximately $2.45 for each dollar of its own funds available for matching. The District of Columbia, assigned a Federal percentage of 31, would receive in contrast a Federal grant of approximately 45 cents for each legally matchable dollar of its own funds. The ratio between 45 cents and $2.45 is about 1 to 5.4, or very nearly the same as that between the lowest and highest State per capita incomes. These figures indicate that the percentages produced by use of the "ratio to national average" formula reflect rather faithfully the range in the basic per capita income index.

If statutory minimum and maximum limits on the Federal percentages are considered desirable, they affect somewhat the ratios derived from the formula. The Federal percentage for the District of Columbia is increased slightly, and those for South Carolina, Alabama, Arkansas, and Mississippi are reduced by several points. The range in the percentages after establishing limits of 33⅓–66⅔ percent is from 1 to 4. That is, $1 of State funds when related to the minimum Federal percentage results in a Federal grant of 50 cents, as contrasted with a grant of $2 if related to the maximum Federal percentage.

The formulas in S. 2203 and H. R. 5736 [12] for varying the percentages of Federal participation, based on State per capita incomes, provide for a range of from 50 to 66⅔ in the Federal percentages. The corresponding range provided in the Wagner health bill is from 33⅓ to 66⅔ for three of its titles and from 16⅔ to 50 for one title. The range in S. 3230 [13] as passed by the Senate is from 25 percent to 90 percent. The amendment to this latter bill proposed by Senator Taft provided a range of from 40 to 90 percent in the ratios of Federal participation based on State per capita incomes.

Effect of Variable Percentages on Amount of Grants

The percentages in the last column of table 1 are presented in order to contrast the amount of grants under a variable-grant formula, such as the "ratio to national average" formula, and under the 50–50 matching formula. The column indicates for each State the percentage by which the amount of Federal grants under the given variable-grant formula would exceed or fall short of the grants under a 50–50 matching formula. The assumption used in the computation of these percentages is that the States maintain expenditures from their own funds at approximately the same level under either type of formula.[14]

On these assumptions, 28 States would receive

[12] See footnote 10.

[13] See footnote 6.

[14] If a variable-grant formula is substituted for a 50-50 matching formula in a program already in operation, it might be considered desirable to require that States assigned a Federal percentage larger than 50 maintain at least the previous level of expenditure from their own funds as a condition of eligibility for the more favorable percentage.

a larger amount of grants under the variable-grant formula than under an equal-matching formula. Hence, the use of this variable-grant formula in a welfare program would enable these States to maintain a higher average payment or service per recipient, a larger number of recipients, or both, than if a 50–50 formula were used.

In contrast, 19 other States would receive a smaller amount of grants under the variable-grant formula than under a 50–50 formula. Expenditures from their own funds thus would have to be larger under the variable-grant formula to maintain at any given level their average payment or service per recipient and the number of recipients. The variable-grant formula would reduce by more than one-fourth the grants to 6 of these States. Since these States have the highest per capita incomes, however, the fiscal burden of a given welfare program upon the total income of their inhabitants, even after raising the additional funds necessary to maintain a given level of operation, would probably be no greater than that in numerous States with smaller per capita incomes.

In order to estimate the percentage change in total Federal grants under a variable-grant formula in contrast to a 50–50 matching formula (assuming expenditures from State funds to be the same under either formula), the percentages in the last column of table 1 have been weighted by the proportions which the grants to each State for old-age assistance were of total grants-in-aid for that purpose in 1939.[15] For the country as a whole, a weighted average increase of 1.2 percent in Federal funds is obtained by this process. This would be equivalent to an increase of about $3 million in the annual Federal cost of the grants for old-age assistance, and would result in a weighted average ratio of Federal participation of 50.6 percent. The general type of formula used in these computations would therefore come—at least with respect to its cost—within the rule laid down by the President that the making of "proportionately larger Federal grants-in-aid to those States with limited fiscal capacities . . . can and should be accomplished in such a way as to involve little, if any, additional cost to the Federal Government."[16]

[15] On basis of checks issued, as reported by the Office of the Commissioner of Accounts and Deposits of the U. S. Treasury Department.

[16] *Message From the President of the United States Transmitting a Report of the Social Security Board Recommending Changes in the Social Security Act*, H. Doc. 110, 76th Cong., 1st sess.

Degree of Equalization Achieved by Formula

Full equalization under a Federal grant-in-aid program would exist if the grants make possible approximately uniform levels of operation within each State, while the expenditures on the program from State funds constitute approximately the same fiscal burden in each State. This concept has been developed in the past in connection with State school aid to localities. Where full equalization is sought, this State aid is distributed in such a way as to maintain, despite the wide variation in the per capita wealth of different subdivisions, approximately the same school expenditure per child in each locality, provided local funds are raised equivalent to the yield from the same mill levy on assessed property in each locality. In other words, the State aid is so distributed as to make up the difference between the total expenditure required in each locality to achieve the desired standard and the amount raised by the locality itself by the uniform mill levy.

The feasibility of full equalization as an objective of Federal grants for State welfare programs is questionable. For one thing, grants under a full equalization plan must be essentially lump sums. The lump-sum grant method can be utilized only when the aggregate need for the services rendered by a program can be measured readily and expressed as a specific amount for each State. It is difficult to measure and express in dollars the aggregate need in each State for various types of welfare programs, since such need is a result both of the number of needy persons and of the amount of assistance needed by each one. Neither of these variables is subject to precise measurement, and they both undergo change with cyclical fluctuations and shifts in welfare standards. Hence it would be extremely difficult to determine the appropriate lump-sum amounts which should go to each State.

Full equalization, furthermore, would be costly to the Federal Government—particularly if the level of welfare services provided approached a reasonable degree of adequacy—and would require it to assume a high percentage of the total cost of most State welfare programs. This burden on the Federal Government would be the result of the large differentials between tax-raising ability and need for welfare services in the most favorably situated State or States, which would serve as

benchmarks for the equalization, and such relationships in other States. The size of these differentials is a reflection of the wide diversity among the States both in relative needs and resources, and of the tendency for the need for welfare services to be higher in States where financial resources in relation to population are low.

It is not possible to determine the fiscal burden necessary in the different States to finance expenditures from State funds under the variable-grant formulas outlined or the corresponding degree of equalization which the formulas achieve. The amounts of Federal grants to each State under these formulas are dependent upon the amount the State is able and willing to devote to any given welfare program. Thus, the decision regarding the scope of the program in each State is left entirely to the State itself and is not tied to a uniform national standard, as would be necessary under the full equalization plan described above.

Because the varying Federal and State ratios of participation are related to per capita income differentials, the variable-grant formulas outlined above would approach considerably closer to full equalization of services and fiscal burdens than does the 50–50 matching formula. The precise fiscal burden placed on a State by its participation in a particular welfare program, however, would still depend on the extent of the program it chose to maintain. If, for example, a State with relatively small financial resources undertakes a comprehensive and liberal welfare program, the relative fiscal burden occasioned by the program—even with the larger degree of Federal participation in its program resulting from use of a variable-grant formula—will be greater than that of a State with large resources which chooses to undertake a much less comprehensive program.

Treatment of Need in the Formula

The question may properly be raised whether the variable-grant formulas discussed above take sufficient account of State differences in welfare needs. Recognition of such differences may enter into the formulas in two ways.

In the first place, if the enabling authorization places a specific dollar limit upon the total amount of grants, it is necessary to allot this total among the States to prevent some States from receiving a disproportionate share at the expense of other States. Adequate recognition must be given to State differences in the need for the particular program in making this allotment to ensure that States with greater need can obtain proportionately larger grants. If the enabling authorization does not place a specific dollar limit on the total amount of grants, however, the necessity of allotting a limited sum among the States does not exist. Under such an authorization, just as under the public assistance titles of the Social Security Act, the Federal Government stands ready to match at the prescribed ratios all expenditures from State funds which are legally eligible for such matching. In such a circumstance it is unnecessary to take account of State differences in need for the purpose of limiting the share which each State can obtain of the total.

Account might also be taken of differences in need in determining the ratio of Federal participation assigned to each State. If, in the formula establishing these ratios, allowance is made for State differences in the need for a particular service, dissimilar percentages will be assigned to a single State under different Federal grant-in-aid programs. This variation is a reflection of the diverse age compositions and other characteristics of the States, which cause the need of a given State in relation to that of other States to be larger for one program than for another. If it were considered a sound policy to assign percentages to States which differ from program to program, specific allowance in the formula for differences in need would clearly be desirable.

There is much to be said, however, in favor of assigning to each State a single percentage applicable in all Federal grant programs in which it participates. In this case the States, in apportioning their own funds among the different programs and in determining the scope of their operations under each, could stress those for which the real need in the State was greater, instead of having an inducement to stress the programs in which they were able to receive the largest amount of Federal grants per dollar of expenditure from State funds. If it is considered a sounder public policy to assign a single percentage to each State, recognition of variations among the States in the need for each separate program would not be a necessary element of the formula.

The per capita income of a State is the quotient of the total income of its inhabitants divided by its total population. The population of a State

may be regarded as a measure of its "generalized need" for welfare services of all types.[17] Thus, the use of per capita income in a formula recognizes State differences in general need as well as differences in the aggregate financial resources of the States as measured by the total income of their inhabitants. If it is considered desirable to assign a single percentage to a given State for all Federal grant programs, the use in the formula of a variable representing only generalized need would seem to be a justifiable procedure.

On the assumption, however, that it is considered wise to assign different percentages to a given State for different welfare programs, it is instructive to examine methods of allowing for differences in need in the formula. If the number of potentially eligible recipients in each State can be readily determined from an official census or other reliable source, it is a relatively simple matter to modify the formulas outlined above to take account of differences among the States in the numbers of such persons. If *all* aged persons, for example, were eligible for payments or services under a grant-in-aid program, the total income received by the inhabitants of each State might be divided by the total number of aged individuals in the State rather than by the total population. These income-per-aged quotients might then be substituted for the income-per-capita figures as the basis on which the schedule of Federal percentages is computed. Similarly, if a program involves expenditures on behalf of *all* children, the formulas might be so modified as to relate the percentages to the income-per-child in each State.

Measurement of Differences in Need

When, however, the scope of a Federal grant program is limited to "needy" persons of certain ages or of other defined characteristics, no census or similar count of the number of needy eligible persons is readily available. One method of obtaining such a count would be to take a special census in each State. This would necessitate, in the first place, common agreement on and application of a uniform and workable definition of "need," with definite standards with respect to the treatment of relatives' responsibility, other income, property, and so forth. It would then be necessary to examine the circumstances of all persons in each State in the general category concerned, to determine whether or not they were "needy" within the definition established. Such a census would have to be taken regularly, since cyclical fluctuations change the percentages of persons in need. In view of the scope and difficulties of such an undertaking, it is questionable whether it can be regarded as practical.

If it were accurate to assume that the proportion of "needy" to total persons in a given category is approximately the same in each State, an allowance in the formula for State differences in the total number of persons in the category would give adequate recognition to differences in the number of "needy" persons as well. The factual data throwing light on the validity of such an assumption are limited. The National Resources Committee found that 23 percent of the families in the Southern region in 1935–36 had incomes below $500, while the corresponding percentages for the other regions were as follows: New England, 7.1; North Central, 10.1; Pacific, 9.3; and Mountain and Plains, 17.5.[18] For families with incomes below $750, the percentage for the Southern region was 41.3, while those for the other regions were: New England, 18.4; Pacific, 18.5; North Central, 20.2; and Mountain and Plains, 33.0.

Since need presumably results from a deficiency in income, these figures suggest that the proportion of needy to total families varies widely from one part of the country to another. No published State or regional income distributions of this sort are available for particular groups, such as the aged, children, or the sick. It is probable, however, that the regional differences in family income levels are reflected, at least in part, in differences among the States with respect to the economic status of persons in the special categories. If so, it does not appear valid to assume that the proportion of needy to total persons in a specified category is approximately uniform in all States.

In view of these considerations, it is questionable whether State differences in need, under particular welfare programs limited to "needy" persons in a specified category, are measurable with sufficient accuracy to warrant their inclusion as an element in the formulas for determining

[17] See Wueller, P. H., "Income and the Measurement of the Relative Capacities of the States," *Studies in Income and Wealth*, National Bureau of Economic Research, 1939, Vol. III, p. 445 ff.

[18] National Resources Committee, *Consumer Incomes in the United States* 1938, p. 98.

ratios of participation. As pointed out in the article in the January Bulletin, there is some basis for an assumption that the percentages of "needy" to total persons in most categories may be relatively high in States with small per capita incomes. A mean per capita income in a given State considerably below that of most other States probably reflects—if the shape of its distribution curve is not markedly different from that of other States—the existence of a relatively large number of small incomes in that State. Thus, those States with relatively small per capita incomes, to which would be assigned the higher Federal matching percentages under the variable-grant formulas outlined above, are in general the States in which a relatively larger percentage of the population have incomes so low that they can be characterized as "needy." Hence, the formulas suggested for determining varying ratios of participation do give indirectly some recognition to differences among the States in the proportion of needy persons.

Ratio of Grants to Federal Taxes Paid

A test occasionally proposed for evaluating formulas for distributing Federal grants is to compare the proportion of total grants received by each State with the proportion of total Federal taxes paid. In such a comparison, figures for internal revenue collection districts, published by the Bureau of Internal Revenue, are sometimes used as an indication of the amount of Federal taxes paid by the inhabitants of a State. The Bureau of Internal Revenue, however, credits tax receipts to the States in which the collections are made. Its published figures, therefore, do not indicate the actual burden of Federal taxes on the inhabitants of different States, since the taxes may eventually be borne by persons in States other than that in which they are collected.[19]

North Carolina, for example, ranked below only New York, Pennsylvania, and Illinois with respect to the amount of Federal internal revenue taxes collected in the fiscal year 1938–39 in the State. This situation resulted from the fact that nearly 50 percent of all collections under the Federal cigarette tax were paid initially by tobacco companies in that State. The ultimate incidence of the 6-cent Federal cigarette tax, however, is diffused among consumers throughout the country. This is one of the more striking illustrations of reasons why the Bureau of Internal Revenue figures do not constitute an adequate basis for State comparisons of Federal taxes paid and grants received. Until satisfactory estimates of the amount of Federal taxes actually borne by the inhabitants of each State are available, it is impossible to compare the proportion of grants received under a variable-grant formula, or under any other formula, with Federal taxes paid.

Whether the distribution of Federal grants-in-aid should bear some direct relationship to the Federal tax burden of the inhabitants of each State—assuming that adequate measures of that burden were available—is a matter of broad policy. Involved in such a question are numerous general problems concerning Federal-State relationships both in the fiscal field and elsewhere. Among the factors which should be taken into account in formulating policy with respect to this question is the fact that even the Federal income taxes collected in the different States are based upon income which, to a certain extent, has been derived from commerce with other States. The business enterprises in a given State, from which its inhabitants derive their income, may be dependent on other States, not only for a part of their raw materials and labor but also to a considerable extent for their markets and finally their profits.

This article has analyzed the important characteristics necessary in Federal grant-in-aid formulas, in order to relate the distribution of grants among the States to differences in their economic capacity, as measured by their per capita incomes. Points have been indicated at which selection among various alternatives is a matter of broad policy. These include such questions as the midpoint around which the percentages of Federal participation should be distributed, the magnitude of the range between the maximum and minimum Federal percentages which should be permitted, and the relative desirability of assigning the same or dissimilar percentages of Federal participation to a single State for different grant-in-aid programs. Finally, given the framework established by broad policy considerations, several workable formulas have been indicated, by which the varying Federal ratios of participation for different States can be related directly to their per capita incomes.

[19] See *Annual Report of the Commissioner of Internal Revenue for the Fiscal Year Ended June 30, 1939*, p. 91, table 3, footnote 2.

VOLUME AND DISPOSITION OF NEW CLAIMS FOR BENEFITS IN 1939

CHARLES V. KIDD AND ENID B. FRANCIS*

STATE EMPLOYMENT SECURITY AGENCIES reported to the Social Security Board at monthly intervals during 1939 statistics on first determinations of benefit rights when new claims for benefits were filed and also on the final disposition of reconsidered new claims. Although these figures are used primarily to appraise current administrative situations in the States, broader conclusions with respect to the effect of specific statutory provisions upon workers' benefit rights can be drawn from an analysis of disallowance statistics.

Certain limitations attaching to these data necessitate careful qualification of conclusions based upon them. Among these limiting factors are the wide differences in State administrative practices; revisions in administrative procedures during the year, especially in States which initiated benefit payments in January 1939; amendments of State unemployment compensation laws during the year, particularly those affecting wage qualifications for benefits; and the degree to which workers are familiar with provisions with respect to their benefit rights in the various States. For example, the practices in effect in local offices influence significantly the number of claims for which determinations of benefit rights are made subsequently at the central offices. In some States, workers who are apparently ineligible for benefits are discouraged from filing claims, a procedure which results in the filing of only a small number of claims which must subsequently be disallowed because no wage record exists or because earnings in covered employment are insufficient. Other States, however, may order local offices to accept all claims, and as a consequence a relatively higher proportion of claims will be disallowed for such reasons.

Similarly, the extent to which workers are familiar with the eligibility provisions will determine in the first instance the number of claims filed and will also affect the proportion of claims disallowed. Furthermore, a worker may have more than one claim for benefits disallowed in the course of a year if he files again after having once been determined to be ineligible. The reported statistics therefore do not represent the number of individuals whose claims were disallowed in the year. All these factors indicate clearly that comparisons among States will frequently be invalid unless all the characteristics of State laws and administrative practice are taken into account.

A new claim represents a claim filed by a worker at the beginning of a period of total or partial unemployment, before the establishment of his benefit year. In the 30 States which paid benefits and reported data on disallowances throughout 1939, approximately 3.5 million new claims were handled during the year in the process of determining claimants' rights to receive benefits (table 1). Of this number, 594,065 or 16.9 percent were disallowed on the first determination. Some States reported significantly large proportions of disallowed new claims. In 9 States, for example, more than one-fourth of the new claims were disallowed on first determination, while in 8 other States between 20 and 25 percent were disallowed. In 12 jurisdictions, between 10 and 20 percent were disallowed; Pennsylvania was the only State in which the proportion fell below 10 percent.

Reasons for Disallowance

A new claim may be disallowed because the worker filing the claim has not been in employment covered by the State unemployment compensation law, or because he has had insufficient covered employment or earnings in a specified base period to make him eligible for benefits. The reasons for disallowance and the proportion of claims disallowed for each reason must be closely examined if valid conclusions are to be drawn from the reported statistics. The data in table 1 are based on gross figures, since the State figures do not show how many initial disallowances, classified by reason for disallowance, were subsequently reversed. It will be noted that the chief cause of disallowance was insufficient wage credits, although a significant proportion of claims was disallowed in some States because the State agency

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could find no wage record for the claimant or evidence that the claimant had had previous covered employment. With few exceptions, the proportion of disallowances made for other reasons was small.

No wage record.—For the 30 States as a whole, about 6 percent of all new claims were disallowed because the central agency could find no wage records for the claimants. Almost one-third of all disallowances resulted from absence of a wage record. Among individual States, however, the proportion of new claims disallowed for this reason varied from 0.5 to 13 percent. In only 7 of the 30 States was the proportion of new claims disallowed because of no wage records as much as 10 percent of all claims disallowed.

Many of those who filed claims may have been previously engaged in employment not covered by the unemployment compensation law. If this were the major factor determining the proportion of claimants who had no wage records, one would expect the number of disallowances for this reason to be highest in States where a relatively small proportion of gainful workers are covered by the unemployment compensation law. An examination of these data from the five States reporting the highest proportion of disallowances for no wage records—Arkansas, Missouri, Nebraska, North Dakota, and Oklahoma—indicates that the expected relationship existed. On the average, only 28 percent of the gainful workers are covered in these States, primarily because workers in excluded agricultural labor form an important part of the total gainfully occupied population. By and large, disallowances for no wage records were lowest in those States where a relatively large proportion of gainful workers is covered. In the five States with the lowest percentage of disallowances for no wage record, about half of all gainful workers are covered.

Failure to find a wage record for a claimant upon first determination usually results from the fact that the claimant was not engaged in covered employment, but in some instances the central agency may have misfiled the wage record, or the employer may have neglected to report to the agency. The extent to which administrative shortcomings affect these aspects of the disallowance figures cannot be isolated.

Insufficient wage credits.—More than half the disallowances made during the year were caused by the inability of claimants to meet the eligibility provisions with respect to prior employment or earnings. Of the 3.5 million new claims disposed of, 353,500 or about 10 percent represented claims of workers who could not meet the statutory earnings or employment specifications when the claim was filed. About 20 percent of the new claims filed during the year in Idaho, Kentucky, and New Mexico were disallowed because of insufficient wage credits, but in a majority of the States disallowances for this reason ranged from 10 to 16 percent of all new claims.

If all unemployed covered workers reported at the local office and were encouraged to file claims, the proportion of new claims disallowed because of insufficient wage credits might be expected to vary in fairly direct proportion to the stringency of the earnings or employment standards established in the law as requirements for eligibility. As has been pointed out, determinations are not made for all unemployed workers, and therefore the figures for the entire year do not always show this expected relationship. Moreover, amended eligibility provisions became effective in 19 States during 1939. Hence, the annual figure on disallowances for insufficient wage credits represents the composite effect of two eligibility requirements.

In most States eligibility requirements were made more stringent because it was felt that the former provisions did not exclude individuals who had only a tenuous attachment to the labor market. Five States included in this analysis—Alabama, Minnesota, Nebraska, New Mexico, and North Dakota—changed their eligibility requirement from earnings equal to 16 times the weekly benefit amount in three out of four quarters preceding the benefit year to 30 times the weekly benefit amount in a four-quarter period preceding the benefit year.[1] In New Mexico, 21.3 percent of the new claims filed in the year were disallowed for insufficient wage credits; in North Dakota the figure was only 12.4 percent; and the three remaining States fell within these limits. The high percentage of disallowances in Idaho may be ascribed in part to the adoption of stringent

[1] Through studies of the benefit amounts of workers whose claims were disallowed for insufficient wage credits in States where the eligibility requirement consists of earnings equal to a given multiple of the weekly benefit amount, it has been found that the minimum weekly benefit amount significantly affects the proportion of claims disallowed for this reason. The effect of this factor cannot, however, be ascertained from the reported statistics.

eligibility requirements ranging from 28 to 52 times the weekly benefit amount, depending upon the claimant's weekly benefit amount.

An analysis of disallowance statistics by month and by quarter showed that the adoption of a more stringent earnings requirement was not invariably followed by an increase in the proportion of new claims disallowed for insufficient wage credits. In South Carolina, the qualifying requirement was changed on July 1, 1939, from 13 weeks of employment in the 52 weeks preceding the claim to earnings ranging from 40 to 50 times the weekly benefit amount in the base period. Disallowances for insufficient wage credits in South Carolina increased from 9.9 percent of first determinations in the second quarter to 16.5 percent of first determinations in the third quarter and 27.1 percent in the fourth quarter. Statistics from other States where more stringent requirements were imposed during 1939 do not show such a clear relationship between the stringency of the earnings requirement and the proportion of determinations disallowed for insufficient wage credits.

The effect of changes in the qualifying earnings requirements for the States taken as a group was obscured by changes in employment and earnings conditions in the qualifying periods applicable to claims filed in each quarter. The qualifying period for most new claims filed during the first quarter of the year ran from January through September 1938, and the widespread unemployment and underemployment existing during the first 6 months of this period undoubtedly affected the proportion of new determinations disallowed for insufficient wage credits. Most of the amendments which strengthened the eligibility provisions became effective in the second and third quarters of 1939, yet the percent of new claims disallowed for insufficient wage credits in the third quarter was not significantly higher than the percent disallowed in the first and second quarters. This apparent anomaly can be explained by the pattern of employment and earnings from April 1938 to March 1939, the qualifying

Table 1.—*Number of new claims disposed of on first determination and number and percentage distribution of claims disallowed, by reason for disallowance, for selected States,[1] 1939*

State	Total dispositions	Disallowed (gross)		Reason for disallowance					
		Number	Percent of total dispositions	No wage records		Insufficient wage credits		Other	
				Number	Percent of total dispositions	Number	Percent of total dispositions	Number	Percent of total dispositions
Total	3,510,950	594,065	16.9	196,951	5.6	353,509	10.1	43,605	1.2
Alabama	79,014	13,627	17.2	1,673	2.1	10,123	12.8	1,831	2.3
Alaska	6,720	3,127	46.5	629	9.4	1,031	15.3	1,467	21.8
Arizona	21,020	3,784	18.0	575	2.7	2,969	14.1	240	1.1
Arkansas	61,363	16,235	26.5	7,964	13.0	8,271	13.5	0	0
California	476,988	82,465	17.3	28,218	5.9	50,336	10.6	3,911	.8
Delaware	19,706	4,703	23.9	1,974	10.0	2,546	12.9	183	.9
Florida	96,115	26,519	27.6	9,726	10.1	15,698	16.3	1,095	1.1
Georgia	106,016	25,667	24.2	10,532	9.9	14,349	13.5	786	.7
Idaho	21,057	5,233	24.9	855	4.1	4,282	20.3	96	.5
Iowa	81,340	21,678	26.7	6,424	7.9	11,650	14.3	3,604	4.4
Kansas	62,258	13,291	21.3	3,990	6.4	9,058	14.5	243	.4
Kentucky	107,708	32,392	30.1	8,069	7.5	24,323	22.6	0	0
Maine	73,678	13,765	18.7	3,476	4.7	10,212	13.9	77	.1
Michigan	344,521	58,492	17.0	19,559	5.7	37,942	11.0	991	.3
Minnesota	104,876	16,006	15.3	574	.5	15,381	14.7	51	(2)
Mississippi	42,915	9,092	21.2	2,213	5.2	5,200	12.1	1,679	3.9
Missouri	150,285	23,430	15.6	20,108	13.4	2,599	1.7	723	.5
Nebraska	37,952	10,902	28.7	4,875	12.8	5,909	15.6	118	.3
Nevada	11,186	2,893	25.9	1,080	9.7	1,813	16.2	0	0
New Hampshire	33,562	5,419	16.1	1,143	3.4	4,255	12.7	21	.1
New Jersey	316,514	40,203	12.7	20,345	6.4	19,216	6.1	642	.2
New Mexico	21,783	6,692	30.7	2,040	9.4	4,649	21.3	3	(2)
North Dakota	10,983	2,807	25.6	1,278	11.6	1,357	12.4	172	1.6
Ohio	354,125	55,017	15.5	7,114	2.0	30,751	8.7	17,152	4.8
Oklahoma	95,187	22,916	24.1	11,601	12.2	8,314	8.7	3,001	3.2
Pennsylvania	638,581	51,288	8.0	16,487	2.6	29,763	4.7	5,038	.8
South Carolina	99,170	18,453	18.6	2,346	2.4	15,798	15.9	309	.3
South Dakota	8,323	1,954	23.5	559	6.7	1,385	16.6	10	.1
Vermont	10,498	1,826	17.4	570	5.4	1,254	11.9	2	(2)
Wyoming	17,506	4,189	23.9	954	5.4	3,075	17.6	160	.9

[1] States which paid benefits and reported throughout 1939.
[2] Less than 0.1 percent.

period for most workers who filed claims in the second or third quarters of 1939.[2] During the last 6 months of this period there was a sharp recovery in employment and earnings. A relatively large proportion of claims based upon earnings in this period was therefore found to have fulfilled the earnings requirements.

In view of all the factors influencing disallowances for each month and quarter of the year, it is difficult to isolate the effect of eligibility requirements upon disallowances, on the basis of these data alone.

Disallowances for other reasons.—To receive benefits a worker must not only have earned the qualifying amount but he must also be unemployed and available for work as these terms are defined in the laws. Furthermore, the claims of seasonal workers may be disallowed in some States if they do not meet the seasonal regulations in force. The claims of workers who cannot fulfill such requirements are lumped together and reported by the States as disallowed for "other" reasons. Self-employment, chronic illness, and odd-job or part-time earnings were the most common "other" reasons for disallowance. In Mississippi some claims were disallowed because seasonal workers claimed benefits in the off-season. Several States have notified the Social Security Board that WPA and CCC work has resulted in a significant number of disallowances for "other" reasons. Such disallowances represent only about 1 percent of the dispositions of new claims on first determination, and in only six States did the proportion of disallowances for other reasons exceed 2 percent (table 1). The 22-percent rate for Alaska reflects the effect of seasonality provisions; many workers who filed claims for benefits found that their employment in the placer-mining or fish-canning industries rendered them ineligible for benefits

[2] In 18 States where an amended eligibility provision became effective during 1939, the qualifying period was increased from 3 to 4 quarters; in Florida it was increased from 3 to 8 quarters. The effect of permitting claimants to accumulate qualifying earnings over a longer period, as well as the effect of requiring more qualifying earnings, must be taken into consideration in evaluating the net effect of the amended provisions.

Table 2.—*Reopened new claims: Number disposed of and number and percent of previous allowances and disallowances sustained and reversed by initial authority, for selected States, 1939*

State	Total dispositions of new claims and reopened claims	Percent dispositions of reopened new claims are of total dispositions	Previously allowed						Previously disallowed					
			Reopened allowed claims		Determination sustained		Determination reversed		Reopened disallowed claims		Determination sustained		Determination reversed	
			Number	Percent of total allowances	Number	Percent of total reopened allowances	Number	Percent of total reopened allowances	Number	Percent of total reopened disallowances	Number	Percent of total reopened disallowances	Number	Percent of total reopened disallowances
Total	4,032,630	12.9	378,908	12.9	363,638	96.0	15,270	4.0	141,518	23.8	43,991	31.1	97,527	68.9
Alabama	84,473	6.5	3,566	5.4	3,402	95.4	164	4.6	1,893	13.9	345	18.2	1,548	81.8
Alaska	6,975	3.7	13	.3	4	(1)	9	(1)	242	7.7	178	73.6	64	26.4
Arizona	22,025	4.6	378	2.1	209	55.3	169	44.7	627	16.6	223	35.6	404	64.4
Arkansas	67,244	8.7	1,980	4.4	1,586	80.1	394	19.9	3,901	24.0	1,692	43.4	2,209	56.6
California	512,320	6.9	19,306	4.9	19,119	99.0	187	1.0	16,026	19.4	3,471	21.7	12,555	78.3
Delaware	21,051	6.4	394	2.6	392	99.5	2	.5	954	20.2	279	29.3	672	70.7
Florida	107,646	10.7	4,907	7.0	4,707	95.9	200	4.1	6,624	25.0	2,850	43.0	3,774	57.0
Georgia	112,387	5.7	1,313	1.6	1,059	80.7	254	19.3	5,058	19.7	1,770	35.0	3,288	65.0
Idaho	23,241	9.4	786	4.9	771	98.1	15	1.9	1,398	26.7	551	39.4	847	60.6
Iowa	93,971	13.4	10,802	18.1	10,632	98.4	170	1.6	1,829	8.4	1,041	56.9	788	43.1
Kansas	68,090	9.0	3,573	7.3	3,445	96.4	128	3.6	2,578	19.7	1,332	51.7	1,246	48.3
Kentucky	113,597	5.5	1,499	2.0	1,371	91.5	128	8.5	4,709	14.5	1,776	37.7	2,933	62.3
Maine	76,428	3.6	1,466	2.4	1,445	98.6	21	1.4	1,293	9.4	772	59.7	521	40.3
Michigan	433,323	20.5	67,769	23.6	64,723	95.5	3,046	4.5	21,033	36.0	2,941	14.0	18,092	86.0
Minnesota	112,843	7.1	3,546	4.0	3,472	97.8	74	2.1	4,421	27.6	522	11.8	3,899	88.2
Mississippi	47,135	8.6	2,651	7.8	2,048	77.3	603	22.7	1,384	15.2	731	52.8	653	47.2
Missouri	171,318	12.3	12,753	10.0	10,651	83.5	2,102	16.5	8,285	35.4	1,903	23.0	6,382	77.0
Nebraska	43,130	12.0	3,391	12.5	3,076	90.7	315	9.3	1,787	16.4	1,088	60.9	699	39.1
Nevada	13,160	14.9	441	5.3	437	99.1	4	.9	1,517	52.4	615	40.5	902	59.5
New Hampshire	35,108	4.4	1,085	3.9	1,039	95.8	46	4.2	462	8.5	69	14.9	393	85.1
New Jersey	328,763	3.8	6,379	2.3	6,275	98.4	104	1.6	6,112	15.2	2,590	42.4	3,522	57.6
New Mexico	23,554	7.5	642	4.2	610	95.0	32	5.0	1,129	16.9	636	56.3	493	43.7
North Dakota	12,151	9.6	795	9.7	773	97.2	22	2.8	373	13.3	185	49.6	188	50.4
Ohio	390,223	9.3	24,852	8.3	23,433	94.3	1,419	5.7	11,246	20.4	3,039	27.0	8,207	73.0
Oklahoma	103,872	8.4	4,838	6.7	4,539	93.8	299	6.2	3,847	16.8	1,902	49.4	1,945	50.6
Pennsylvania	861,758	25.9	193,731	33.0	188,564	97.3	5,167	2.7	29,446	57.4	10,355	35.2	19,091	64.8
South Carolina	102,609	3.4	2,737	3.4	2,713	99.1	24	.9	704	3.8	169	24.0	535	76.0
South Dakota	9,539	12.7	568	8.9	530	93.3	38	6.7	648	33.2	210	32.4	438	67.6
Vermont	15,460	32.1	1,960	22.6	1,839	93.8	121	6.2	1,052	57.6	306	29.1	746	70.9
Wyoming	19,236	9.0	787	5.9	774	98.3	13	1.7	943	22.5	450	47.7	493	52.3

[1] Less than 0.5 percent.

except during the seasonal period of activity in these industries.

Determinations of Reopened New Claims

Examination of the total volume of reopened new claims and of the final status of such claims is significant primarily as an indication of administrative practices and administrative efficiency in individual States.[2] Under most of the State laws any interested party may contest an initial determination.

In interpreting statistics on reopened new claims the same care must be exercised as in interpreting gross disallowance figures. It may be that few workers contest disallowances of new claims if they know that the agency checks wage records carefully before issuing determinations. On the other hand, workers may be ignorant of their right to contest the benefit determination. Some States permit first determinations to be reopened if the contesting party presents the slightest evidence that an incorrect determination may have been made. In other States, reopening of first determinations is discouraged.

In the States analyzed, about 13 percent of all first determinations were reopened, but there was a wide range in this figure from State to State. In Michigan, Pennsylvania, and Vermont, more than one-fifth of all first determinations were reopened, and in six additional States reopened claims were more than 10 percent of all first determinations in the State. In most States, however, this figure was below 10 percent.

Approximately 379,000 allowed claims, or 13 percent of the gross number of claims allowed, were reopened. Some of these determinations were undoubtedly reopened when employers, convinced that the wage records or computations of the agency were in error, protested the initial allowances. Claimants usually contest allowed claims in the belief that they are entitled to a higher weekly benefit amount or longer duration than was stated in the initial determination. In the 30 States as a whole, 96 percent of the reopened allowed claims continued to be allowed after reopening. The figures do not, however, reveal whether claimants were awarded the same, greater, or smaller benefit rights when the allowed claim was sustained. In States such as Arizona, Arkansas, Georgia, Mississippi, and Missouri, where a large proportion of the previously allowed claims was disallowed after reopening, determinations based on incomplete information may explain the large volume of reversals. The existence of the small absolute volume of reopened allowed claims suggests that determinations were usually correct or that claimants may not have been fully aware of the possibility of modifying determinations through contest.

The 141,500 disallowed claims which were contested represent almost one-fourth of the gross number of disallowances. Sixty-nine percent of these reopened claims were later allowed. Disallowed claims are reopened almost exclusively by dissatisfied workers who feel that the agency has erred in denying benefits. The fact that more than two-thirds of the reopened claims disallowed on first determination were allowed upon reconsideration by the agency suggests that complete

Table 3.—*Number of new claims disposed of on first determination, gross and net number [1] disallowed and ratio of such disallowances to total dispositions, for selected States, 1939*

State	Total dispositions	Number disallowed		Percent disallowed	
		Gross	Net	Gross	Net
Total	3,510,950	594,065	511,579	16.9	14.6
Alabama	79,014	13,627	12,243	17.2	15.5
Alaska	6,720	3,127	3,072	46.5	45.7
Arizona	21,020	3,784	3,549	18.0	16.9
Arkansas	61,363	16,235	14,420	26.5	23.5
California	476,988	82,465	70,097	17.3	14.7
Delaware	19,706	4,703	4,033	23.9	20.5
Florida	96,115	26,519	22,945	27.6	23.9
Georgia	106,016	25,667	22,633	24.2	21.3
Idaho	21,057	5,233	4,401	24.9	20.9
Iowa	81,340	21,678	21,060	26.7	25.9
Kansas	62,258	13,291	11,944	21.3	19.6
Kentucky	107,708	32,392	29,587	30.1	27.5
Maine	73,678	13,765	13,265	18.7	18.0
Michigan	344,521	58,492	43,446	17.0	12.6
Minnesota	104,876	16,006	12,181	15.3	11.6
Mississippi	42,915	9,092	9,042	21.2	21.1
Missouri	150,285	23,430	19,150	15.6	12.7
Nebraska	37,952	10,902	10,518	28.7	27.7
Nevada	11,186	2,893	1,995	25.9	17.8
New Hampshire	33,562	5,419	5,072	16.1	15.1
New Jersey	316,514	40,203	36,785	12.7	11.6
New Mexico	21,783	6,692	6,231	30.7	28.6
North Dakota	10,983	2,807	2,641	25.6	24.0
Ohio	354,125	55,017	48,229	15.5	13.6
Oklahoma	95,157	22,916	21,270	24.1	22.3
Pennsylvania	638,581	51,288	37,364	8.0	5.9
South Carolina	99,170	18,453	17,942	18.6	18.1
South Dakota	8,323	1,954	1,554	23.5	18.7
Vermont	10,498	1,826	1,201	17.4	11.4
Wyoming	17,506	4,189	3,709	23.9	21.2

[1] Gross number represents number of new claims disallowed on first determination; net number represents gross number minus reopened disallowed claims that are later allowed plus reopened allowed claims that are later disallowed.

[2] These figures also serve to convert the gross disallowance figures in table 1 to the net disallowance figures in table 3. The figures in table 1 do not take account of changes in the status of claims resulting from reconsideration by State agencies.

wage reports had not been received from employers, that the agencies had misfiled some wage records, or that additional wage credits became available to the claimant as the result of lag-quarter redeterminations while the claim was being reconsidered.

The same wide differences among the States with respect to the volume of disallowed new claims which were reopened existed also with respect to the proportion of disallowances reversed. More than half the claims disallowed on first determination in Nevada, Pennsylvania, and Vermont were contested, and from 60 to 70 percent of these contested disallowances were finally reversed. In each of six States—Florida, Idaho, Michigan, Minnesota, Missouri, and South Dakota—between one-fourth and one-half of all disallowances were contested, and 57 percent or more of these contested disallowances were reversed. The proportion of disallowed claims that were contested fell below 10 percent in five States—Alaska, Iowa, Maine, New Hampshire, and South Carolina. In these States between 26 and 85 percent of the contested disallowances were reversed.

Since most reopened allowed claims were sustained and most disallowed claims were reversed after contest, the net proportion of all new claims disallowed for the 30 States as a whole was 14.6 percent, a reduction of 2.3 percent from the gross figure (table 3). In no State was the proportion of disallowed claims increased as the result of adjustments on contested claims. On the other hand, the gross disallowance figure exceeded the net figure by 4 percent or more of total dispositions in only five States—Idaho, Michigan, Nevada, South Dakota, and Vermont.

In Conclusion

Although the statistics analyzed in this article are of limited value in gauging the effect of coverage and qualifying earnings provisions of a State law upon unemployed workers and are even less satisfactory for comparisons among States, certain tentative conclusions with respect to administrative standards in individual States may be drawn. The large volume of new claims which were reopened indicate that the machinery for determining claims might well be reappraised in certain States; correct transcription and filing of wage records, increased care in computing benefit rights, and continued effort to obtain correct wage reports promptly from subject employers would seem to be desirable. Extensive use both by workers and by employers of the right to contest claims also makes it evident that a simple and direct procedure for reexamining contested claims should be incorporated in the administrative structure of every State agency. The major objectives of unemployment compensation can be satisfactorily attained only if the payment of adequate benefits is implemented by prompt, accurate, and equitable determination of benefit rights.

SOCIAL INSURANCE AND RELATED MEASURES IN WARTIME EUROPE

ALMON F. ROCKWELL*

With full realization that events in the current European situation may reduce to mainly academic interest the provisions outlined below, and equal realization of the implications which war holds for all programs for social security, this article is nevertheless presented to outline current information on the main emergency measures adopted by European nations to adapt the structure of their social insurance systems to meet the hazards which war brings to civilian populations as well as to the fighting forces.

THE SPREAD of the war in Europe, bringing with it the need for emergency measures to deal with unusual economic problems, has naturally had a marked effect on the existing social insurance systems in the countries involved. New methods of warfare, quite unlike those of 1914–18, have created additional hazards which governments must recognize and for which compensatory provisions must necessarily be made. Under present conditions, the civilian population is subject to injury to virtually the same extent as are the fighting forces, and ordinary disability benefits under a peacetime social insurance program are too limited in scope and adequacy.

Further, what in normal times would be called unemployment is particularly aggravated in the case of families whose breadwinner is engaged in military activity, not only by the loss of any unemployment benefits but also by the fact that his military pay alone would not suffice to provide proper support for his dependents. For reasons of social equity, therefore, as well as of national expediency in maintaining the morale of the civilian population at as high a level as possible, governments must see to it that the families of the fighting men suffer as little as possible from their enforced absence. Finally, in simple justice, provisions must be made for the maintenance, without continued contribution payments, of the benefit rights which the fighting men may have acquired in their normal occupations.

The leading belligerent countries were prompt in adopting legislation to meet these requirements, and other nations—some still neutral, and some subsequently involved in hostilities—had likewise made preparations for possible emergencies. It is, of course, too early to determine the extent of the financial burden which these extraordinary disbursements will entail, especially when it is remembered that regular war disability and survivors' pensions will add further national commitments which will increase in volume as the war progresses. In fact it may even be said that a war of the present magnitude must necessarily strain the financial and economic resources of participating countries to such a degree as to provide a critical test of the basic strength of existing social insurance systems. By way of illustration, it is sufficient to recall Germany's experience following the termination of the first world war.

Modifications of Old-Age and Sickness Insurance Systems

In an outline of wartime measures with respect to the basic systems of old-age and sickness insurance, it is interesting to observe that the three leading belligerents—France,[1] Great Britain, and Germany—have made the same general modifications in their programs, in spite of the fact that the administrative features of their respective systems are entirely unlike. France, for example, assesses old-age insurance contributions on the basis of a percentage of salaries, and determines the pensions by the amount of lifetime earnings. The British system has flat-rate contributions, varying only with the sex of the individual, and grants flat pensions, regardless of earnings. Germany uses the wage-class system, and its old-age pensions represent a flat amount payable to all recipients, over and above the amount paid on the basis of individual contributions. In all three countries measures were taken promptly at the outbreak of

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[1] It should be remembered that this article was written before the cessation of hostilities in that country.

war to maintain the insurance rights of mobilized men and to protect whatever rights to sickness insurance benefits they and their families had acquired through the wage earner's affiliation.

In France, the adaptation of the general social insurance system to war needs was effected by decree of September 26, 1939. For purposes of old-age and invalidity benefits, a mobilized person is deemed to have continued to receive, throughout the entire period of his service, the same salary or wage he was receiving when called to the colors. Upon discharge, he will be considered to have paid the necessary minimum contribution to entitle him to a continuation of his rights under the sickness insurance system. Wives and children of service men also retain their rights to sickness and maternity benefits, without the payment of contributions. The same broad policy is being followed in Germany and to a modified extent in Great Britain.

Prior to the war, members of the British regular armed forces were covered under compulsory health and pensions insurance. Under the National Health Insurance and Contributory Pensions (Emergency Provisions) Act of September 3, 1939, the same rules were made to apply to the nonregular forces, including women engaged in the nursing and auxiliary services. To maintain insurance status, contributions must continue to be paid in behalf of the individual. For that reason, a member of the fighting forces is called upon to pay his own contribution toward pension insurance—namely, 5½d. a week in the case of men—but the equivalent amount which is normally contributed by the employer becomes payable by the Government.

The fact that the British soldier is required to make a definite contribution out of his pay reflects the pay scales in the British forces, which are materially higher than those of France or Germany. A similar situation existed in the American armed forces during the first world war when, in the absence of a national system of social insurance, members of the United States Army and Navy were encouraged to take out Government life insurance at nominal rates and were also compelled to make regular allotments to their wives and children out of their pay.

In the matter of health insurance the British fighting man is not required to pay any contribution; the Government, however, pays the full amount—3d. a week, a reduction of 6d. from the regular rate—thus maintaining all rights to which the insured would be entitled. These premiums are paid to the approved society of which the man was a member before his call to the colors, or, in the absence of such membership, to the Navy, Army and Air Force Insurance Fund, an organization which, in peacetime, fulfills the functions of an approved society on behalf of members of the regular forces. The Pensions Account, under the Treasury, continues to receive and to handle pension insurance contributions.

Family Allowances

The extreme importance of ensuring maintenance, if not an adequate standard of living, for the families of the men who have been called to the colors has been recognized by the belligerent nations and by other countries not yet involved. Before the outbreak of the war, Germany and Switzerland had already established regulations for granting family allowances. France and Great Britain adopted provisions early in September 1939.

In France, under a decree of September 9, 1939, allowances are granted only to families who prove that they are in need because of the loss of the principal breadwinner; applications must be approved by special committees set up in each canton. The allowances are to be paid to the soldier's legal wife, or his children, or his nearest living parent; only one principal allowance can be made for the entire group of dependents, and only in exceptional cases can grants be made to individuals other than those listed. The basic allowance is set at 12 francs a day in Paris and the Seine department; this is reduced to 8 francs in other communities with more than 5,000 population and to 7 francs elsewhere. These amounts are increased by supplements for each dependent child under 16 years of age in the amount of 5.50 francs a day in Paris and 4.50 in other communities.

In Germany, the basic act of March 30, 1936, was brought up to date by orders of July 11 and September 1, 1939. The German provisions differ in one essential respect from French regulations, in that Germany grants family allowances to wives or children without proof of dependency. When the application for an allowance is made on behalf of some other member of the family,

dependency must be established. There is also a wide latitude in determining the amounts of the allowances, which are to be based on the cost of living and the normal standard of living in the district in which the applicant lives. An additional amount is to be granted to cover payments for rent and social insurance contributions.

By way of illustration, a study in the "Soziale Praxis" of September 15, 1939, indicates that the basic amount which would be payable in a city to the wife of a mobilized man would be about 64 marks a month, to which would be added about 19.50 marks for a child under 16 years of age; an additional 30 marks for rent would bring the total to 113.50 marks a month. If the wife enters employment, the amount of the allowance is reduced in proportion to her earnings. Incidentally, she is not only encouraged to seek work but must, under ordinary conditions, accept a suitable position when offered, under penalty of being denied the assistance allowance. The German system goes even further in its endeavor to ease the strain on the home front. If the mobilized man directed his own business, special provisions are made to remunerate the worker engaged to replace him, in order that the business may continue to operate and thus assure the necessary income for the subsistence of the family; in these cases, of course, the ordinary family allowance is not paid.

In Great Britain, uniform regulations granting family allowances have been adopted by the three branches of the fighting forces—the Army, Navy, and Air Force. An interesting feature is that the allowances are granted only if each man makes a definite weekly allotment out of his pay to his family. This allotment varies from 7s. to 28s. according to rank and pay. The supplementary Government allowance amounts to 17s. a week for the wife, 5s. for the first child, 4s. for the second, and 3s. each for any others. An allowance may be claimed by a single man in behalf of one dependent relative, but this allowance is contingent upon a household means test and is not granted if the relative in question belongs to a household in which the total weekly income, after payment of rent and local assessments, is 15s. or more per person. If the allowance is paid, it is not to exceed an amount which would increase the total household income to 18s. 6d. per person, or to 23s. 6d. if the relative is living alone.

Before entering the conflict, Belgium and the Netherlands had found it necessary to institute a system of family allowances as a result of the protracted period of anticipatory mobilization. It may be presumed that these allowances are no longer being paid. Among the nations which, at this time at least, are still neutral, family allowances are provided for in Switzerland, Sweden, Hungary, Yugoslavia, and Bulgaria. A measure of this nature was also in effect in Denmark but, in all likelihood, is no longer in force.

War Injury Provisions

Under conditions of "total" warfare, the risks of death or physical injury are no longer confined to the fighting forces but menace the civilian population as well. Accordingly, provisions for compensation in such cases are known to have been made in France, Germany, and Great Britain.

In Great Britain, under the terms of the Personal Injuries (Emergency Provisions) Act, 1939, and the Order of September 14, 1939, payments are made to persons enrolled in civil defense and also to all persons normally engaged in gainful employment. The grants consist of a temporary injury allowance, varying according to marital status and sex and paid in cases when the incapacity for work has lasted 7 consecutive days. Later, if the injury has resulted in serious and prolonged disablement, pensions become due and are established on a sliding scale with respect to sex, age, and the degree of disability above 20 percent. Thus, a male person under 18 years of age, with a disability rating of between 20 and 29 percent, would receive 2s. 6d. a week; a man over 21 years old and totally disabled would be entitled to 32s. 6d. a week. Corresponding figures for women would be 2s. 6d. and 22s. 6d., respectively. These pensions are supplemented by family allowances with respect to the wife and children under 15, and provisions are also made for survivors' benefits.

A special order of September 22, 1939, was issued for war pensions and detention allowances in the case of members of the mercantile marine; the size of the vessel and the nature of the duties performed on board serve to assign to officers and men ranks equivalent to those in the Royal Navy, and the pensions are paid according to the scale in force in that branch of the service. Of the detention allowances, which are determined by the

rank and the family status of the individual, a part is set aside for payment to the seaman on his return, and the balance is turned over to his wife or other dependents.

In France, provisions in this respect are embodied in the acts of March 31 and June 24, 1919, as amended by the act of July 28, 1921. Civilian war victims receive pensions on the same basis as those paid to members of the fighting forces and are entitled to virtually all the other prerogatives granted to ex-service men, such as free medical attendance, artificial limbs and orthopedic appliances, and vocational training. The only major difference is in cases of disability resulting from illness; to be eligible for a pension on this basis, a civilian must establish the fact that the illness was caused, and not merely aggravated, by ill-treatment at the hands of the enemy. Such a provision does not apply to service men.

Under an order of September 1, 1939, extending the provisions of an act of August 26, 1938, Germany provides for free medical and occupational assistance to its civilian war victims. In addition, monthly cash payments of 15, 30, or 50 marks, according to the degree of injury, are granted regardless of any other income except the pension or salary of a civil servant or the pay of an army officer. When the disability proves permanent, the pensions vary according to the family status and the place of residence; they range from 40 to 105 marks a month.

Measures have been generally taken to coordinate these various allowances with the basic social insurance legislation, in order to avoid administrative confusion and duplication of payments. In addition, the necessity once again of providing for war disability pensions and survivors' pensions for the dependents of deceased members of the fighting forces introduces another problem which, of course, can best be met with the passing of time. It is hoped that any outstanding developments may be reported here, on the basis of documentary material as it is received.

EXTENSION OF THE SCOPE OF NATIONAL ASSISTANCE PROGRAMS IN GREAT BRITAIN

IDA C. MERRIAM AND DIANE BOCHNER *

In contrast to the wartime emergency measures discussed in the preceding article, the changes outlined briefly here represent presumably permanent trends in the development of the British program for old-age security.

IN 1934 Great Britain established a nationally financed and administered system of relief for the able-bodied unemployed who could not qualify for unemployment insurance benefits, had exhausted their rights to such benefits, or needed their insurance benefits supplemented. Varying local standards of relief to the unemployed were thus replaced by uniform scales of allowances and uniform definitions of need. Since 1921 a large part of the burden of caring for the unemployed had been carried by the National Government through the payment of extended unemployment insurance benefits. In 1931 the insurance system was limited to provision of benefits for 26 weeks in a year. The cost of relief to insured workers who remained unemployed beyond this period was financed by the National Government, though the means test was administered by local authorities. In 1934 the administration of relief for the entire group of employable persons—both those previously covered by unemployment insurance and those not previously covered—was made subject to Nation-wide standards and entrusted to a new agency, the Unemployment Assistance Board.

In March of this year this Board was made responsible for the administration of supplementary relief payments to needy recipients of old-age pensions, and its name was changed to the Assistance Board. This change is of importance with respect to the future both of public assistance and of old-age insurance.

*Bureau of Research and Statistics. For a discussion of the roles of unemployment insurance and unemployment assistance in Great Britain see an earlier article by the authors in the *Bulletin*, March 1940, pp. 3-12.

So far as the rights of the aged are concerned, this step represents a compromise with the demands of groups who have been urging an increase in the regular flat contributory insurance benefit of 10s. weekly, payable since 1925 to all insured persons aged 65 or over and to their wives who have attained that age, regardless of employment or other income.[1] The Labour Party in particular has advocated for several years a doubling of this amount for single persons and a 15s. increase for married persons, conditional upon the pensioner's retiring from employment. The Labour program also included corresponding increases in amounts paid to widows and orphans, a lowering of the age for receipt of pensions to 55 for wives of pensioners and to 60 for unemployed persons certified by the Unemployment Assistance Board as unlikely for economic reasons to regain normal employment; it also advocated provision for voluntary purchase of additional amounts of insurance by persons covered under the contributory system. Many Liberals as well have advocated some increase in the benefits provided. In July 1939 the Government promised an inquiry into the situation; early in 1940 a revised pensions plan was introduced and enacted into law on March 21 as the Old Age and Widows' Pensions Act, 1940.

The act is divided into two main sections; part I is to be effective July 1, part II, a month later. Part I lowers the age for receipt of contributory pensions from 65 to 60 years for all insured women, whether single, married, or widowed, as well as for the wives of insured men who have reached age 65. The Minister of Health, in discussing the bill in Parliament, stated that this change would increase from 28 percent to 63 percent the proportion of cases in which husband and wife would both qualify for a pension when the husband reached age 65. The act also lowers to 60 the age at which women cease to pay contributions for health and unemployment insurance and to be eligible for cash benefits under these programs. To prevent hardship, however, the Minister of Health may, during a transitional period of 5 years, authorize the payment of such benefits to women at age 60 who were insured under those acts before the passage of the revised pensions act and who are not immediately entitled to old-age benefits.

The additional cost of pensions for women between the ages of 60 and 65 is to be met partly through an increase in the rate of contribution of 2d. a week for men and 3d. for women, 1d. of which is paid by the employer in both cases. Employed women will cease to pay contributions after they reach 60, although the employer will continue to pay his share as he has done for men and women at age 65. Since women will also cease to pay contributions for health and unemployment insurance at age 60, this group has received a substantial increase in benefits in relation to its contributions. The National Government has at the same time assumed considerably increased financial responsibilities, particularly with respect to women aged 60 at the time the act was passed.

Part II provides for supplementary payments to needy old-age insurance beneficiaries and to persons over 70 in receipt of noncontributory old-age pensions. This assistance is to be administered by the Assistance Board. The supplementation is to be at standards not less favorable than those applying since 1934 to the unemployed, and the same "household means" test is to be used in determining need. To facilitate the introduction of the new system, the act provides that no new determination of need shall be made by the Board in cases in which pensioners are currently receiving allowances from local authorities. The supplementary relief payments under the act are to be financed entirely by the Exchequer. However, the act provides for an annual contribution from the local public assistance authorities to the National Exchequer at the rate of £1 million from England and Wales and £175,000 from Scotland, the proportion paid by each local authority to be determined by the Minister of Health or, in Scotland, the Secretary of State. The payment of these amounts may be satisfied by a deduction of an equal sum from the general grant-in-aid payable by the Exchequer to the local authority.

These provisions were the subject of lengthy discussion in the House of Commons, and considerable criticism was advanced, particularly by Labour members, against the extension of the means test. In reply the Government pointed out that flat-rate increases of any amount might result in payments too high for single persons and

[1] See Fleisher, Alexander, and Kocher, Eric, "British Contributory Pensions," *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 14–18.

too low for workers with dependents; that the household means test, although distasteful, offered much more adequate supplementary payments than those currently available from local authorities; that the existence of a war emergency prevented the expenditure of as large a sum of money as would be required for a general increase in pensions; and that it was not proper to encourage able-bodied workers to leave employment at a time when the country so badly needed their services.

The organization of the Assistance Board has not been changed from that of the original Unemployment Assistance Board, although some transfer of personnel from local authorities to the staff of the Board is contemplated. The supplementary assistance payments to pensioners are to be paid through the Post Office, as both contributory and noncontributory pensions have been in the past. Unemployment assistance allowances, on the other hand, have always been paid through the local employment offices of the Ministry of Labour. The primary responsibility of the Assistance Board is, in both types of assistance, the investigation of household means. Old-age pensioners who object to decisions of the Board may appeal to the appeals tribunals already established in the administration of unemployment assistance.

With respect to the organization of relief, this program represents, on the one hand, a further limitation of the responsibilities of the local public assistance authorities. The local authorities will continue to provide supplementary relief to persons in receipt of sickness or disablement benefits under the National Health Insurance Act and to grant assistance to various residual groups in the population. During recent years an average of about 275,000 recipients of old-age insurance benefits had each year applied to the local authorities for supplementary aid. In addition to this group, the local authorities in 1938, the most recent year for which figures are available, cared for an average of about 860,000 persons. In the same year, the Unemployment Assistance Board paid allowances to a monthly average of 541,250 unemployed workers and their families, constituting about 1.6 million persons in all. It is estimated that, in addition to the 275,000 old persons who will be transferred from the local authorities, the Assistance Board will be called upon to provide assistance to an additional 200,000 pensioners who had not previously applied to or had not received relief from the local authorities.

The designation of the former Unemployment Assistance Board as the agency to administer this national program of supplementary assistance to old-age pensioners and the application to the aged group of the same tests of need and of resources as have been applied since 1934 to the unemployed would seem to indicate a trend in the direction of a generalized national relief program.

This presumably permanent change is emphasized by new duties of an emergency character assigned to the Assistance Board as a result of the war. The Board is responsible for providing assistance to any person aged 16 years or over "who is in distress by reason of the fact that, owing to the action or threatened action of the enemy or to some other circumstance directly caused by the war, he has been moved from home under an official evacuation scheme, or he, or some person on whom he is normally dependent for support, has lost his employment or is unable to follow his normal occupation or has been otherwise deprived entirely or to a substantial extent of his normal means of livelihood." [2]

Under the Personal Injuries (Emergency Provisions) Act of September 3, 1939, the Board is also called upon to assist in the administration of injury allowances to civilians disabled because of war conditions. The allowances provided are flat sums related to the age, sex, and degree of disablement of the claimant, with additional amounts for dependents; the payments are made without respect to need. While the Minister of Pensions, who is in charge of other war pension plans, administers the Personal Injuries Act, the Assistance Board is designated as his agent in taking applications and paying allowances to civilians covered by the act.

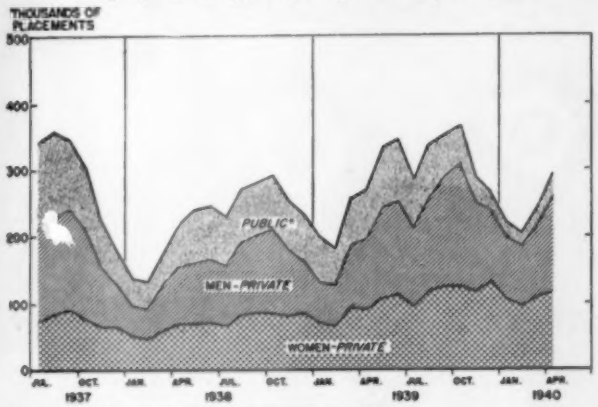
[2] "Unemployment Assistance (Prevention and Relief of Distress) Regulations, 1939," *Statutory Rules and Orders 1939*, No. 1147.

EMPLOYMENT SECURITY

Review of the Month

The initiation of new uniform benefit years in several large industrial States contributed significantly to the record volume of 6.6 million continued claims received in April and also accounted for the fact that two-thirds of these claims were compensable. The number of unemployed workers receiving benefits declined 12 percent from March to a weekly average of 961,000 in April. At least one benefit check during the month was received, however, by a minimum of 1.1 million claimants. Benefit payments declined for the first time in 6 months to $42.3 million, representing a decrease of 10 percent from the March total and bringing total benefit payments issued under the unemployment compensation program to nearly $1 billion. Complete placements made through public employment offices totaled nearly 295,000, an increase of more than one-fifth over the number made during March. In addition, 45,000 supplemental placements were reported during April. Private placements represented the highest volume of jobs filled in private employment for any April on record.

Chart I.—*Placements of men and women by public employment offices, July 1937–April 1940*



* Over 97 percent of public placements are of men.

Reports from various State agencies indicate that, in addition to the initiation of new uniform benefit years, new seasonal unemployment was a factor in the increased load of continued claims. In the New England area, lay-offs in the shoe, woolen, and lumbering industries were reported by Maine as partly responsible for the increased volume of claims, while reduced employment in hat manufacture occurred in Connecticut. The seasonal decline in the garment industry in New Jersey accounted for nearly half of all April separations in the State. In the Southeast area, Maryland reported curtailed employment in coal mining, textiles, wearing apparel, steel mills, and oyster packing. Alabama reported that lay-offs in bituminous coal mines, steel mills, and textiles were offset in part by increased employment in building construction; Georgia reported reduced employment in the textile, fertilizer, and cottonseed-oil industries; while in Mississippi inclement weather hampered outside work. In the West North Central area, Minnesota reported lay-offs in logging and renewed activity in building construction; reduced employment in meat packing, button manufacture, and coal mining occurred in Iowa.

Insurance Activities

The increase of 18 percent from March in continued claims was entirely due to the expanded volume of claims filed to meet waiting-period requirements of the State laws, especially in States with new uniform benefit years starting in April; compensable claims for 50 States with comparable data declined 1.5 percent. Waiting-period claims constituted approximately one-third of all claims received, the highest ratio this year. In New York, Virginia, and West Virginia they comprised the majority of all claims received during April. While increases in total claim receipts occurred in 30 States, only 16 States reported more compensable claims than in March. Expansions of 40 percent or more in total receipts of continued claims were reported by Maine, Maryland, Massachusetts, New Hampshire, New York, Rhode Island, and West Virginia, all of which started new uniform benefit years in April except New Hampshire, where the uniform benefit year began in March. In general, the increases were concentrated in the States east of the Mississippi. Decreases in claims of 20 percent or more were

Table 1.—*Continued claims received, weeks compensated, and benefits paid, by States, April 1940*

[Data reported by State agencies, corrected to May 23, 1940]

Social Security Board region and State	Continued claims [1]			Weeks compensated					Benefits paid				
						Type of unemployment					Type of unemployment		
	Total number	Percentage change from March	Compensable	Number	Percentage change from March	Total	Partial and part-total combined [2]	Partial only [2]	Amount [3]	Percentage change from March	Total	Partial and part-total combined [2]	Partial only [2]
Total	6,614,084	[4] +17.8	4,377,318	[5] 4,167,511	−9.0	[6] 3,761,122	[6] 381,066	.....	$42,286,163	−10.3	[6] $39,610,869	[6] $2,438,330	.....
Region I:													
Connecticut	83,678	+5.7	60,582	59,246	−9.9	51,173	8,073	(7)	582,981	−12.3	529,537	51,326	(7)
Maine	104,195	+86.3	67,653	[8] 52,830	+41.5	48,327	4,392	(7)	330,793	+31.5	305,655	24,391	(7)
Massachusetts	390,686	+58.1	244,196	200,509	−11.0	200,509	(9)	(9)	2,000,884	−11.8	2,000,884	(9)	(9)
New Hampshire	70,985	+69.1	45,464	40,994	+150.6	36,494	4,500	(7)	362,495	+141.7	337,012	25,483	(7)
Rhode Island	163,135	+70.5	104,851	104,851	+76.8	92,412	12,439	(7)	964,598	+70.6	908,872	55,726	(7)
Vermont	19,265	+3.3	15,050	14,855	−.5	12,883	1,972	1,731	130,330	−3.0	121,936	8,362	$6,606
Region II:													
New York	1,091,969	+73.8	439,803	419,733	−22.6	419,733	(9)	(9)	$5,193,253	−20.3	$5,193,253	(9)	(9)
Region III:													
Delaware	11,784	−20.6	9,655	9,599	−27.2	(9)	(9)	(9)	80,396	−25.8	(9)	(9)	(9)
New Jersey	255,172	+18.1	171,549	165,070	−8.9	165,070	(9)	(9)	1,529,964	−10.1	1,529,964	(9)	(9)
Pennsylvania	653,521	+15.4	477,089	416,806	+8.8	416,806	(9)	(9)	4,621,937	+9.6	4,621,937	(9)	(9)
Region IV:													
District of Columbia	24,911	−17.4	20,036	21,535	−21.5	20,573	962	(7)	185,524	−24.0	178,973	6,551	(7)
Maryland	117,712	+42.0	82,419	66,056	+5.4	58,511	7,545	6,987	555,720	+3.8	514,118	41,468	37,725
North Carolina	119,406	+12.5	92,011	88,801	+12.9	81,940	6,861	6,009	408,948	+12.8	396,999	21,604	18,069
Virginia	89,852	+2.8	37,581	37,396	−49.5	34,559	2,837	2,436	266,523	−49.7	253,302	13,125	10,828
West Virginia	75,403	+68.8	16,095	13,937	−60.9	11,341	2,596	(7)	118,862	−60.8	97,913	20,949	(7)
Region V:													
Kentucky	53,945	(9)	34,073	53,006	−7.7	45,910	7,096	(7)	393,634	−10.5	356,642	36,373	(7)
Michigan	216,488	+5.7	166,119	155,462	−13.4	146,454	9,008	(7)	1,719,778	−15.5	1,669,440	50,338	(7)
Ohio	379,726	−1.4	283,109	[10] 295,915	+10.7	250,048	45,867	(7)	[10] 2,813,427	+6.6	2,588,634	224,793	(7)
Region VI:													
Illinois	401,221	+27.4	255,408	229,210	−21.5	171,092	58,118	40,731	2,681,105	−21.1	2,249,815	427,555	269,302
Indiana	120,833	+2.5	83,622	83,456	−15.0	63,722	19,734	(7)	790,451	−18.6	683,737	106,254	(7)
Wisconsin	65,181	−5.6	41,695	40,179	−16.4	34,896	5,283	2,879	411,042	−17.9	377,243	33,799	16,588
Region VII:													
Alabama	86,933	+3.6	61,339	61,555	−.3	53,271	8,284	6,721	399,755	−1.3	352,611	47,024	38,260
Florida	61,230	+8.9	47,754	48,179	+11.7	41,092	7,087	(7)	424,791	+11.3	378,331	46,460	(7)
Georgia	82,228	+15.1	57,246	56,638	+5.5	52,681	3,957	3,141	354,783	+5.8	339,643	15,140	11,904
Mississippi	40,038	−13.9	31,807	28,662	−38.9	27,337	[9] 1,325	(9)	175,534	−36.5	169,399	[9] 6,963	(9)
South Carolina	41,333	+2.4	32,076	30,544	−2.4	25,563	4,981	2,596	193,104	−2.3	169,903	23,094	11,190
Tennessee	106,249	+3.2	86,502	84,532	+2.5	77,203	7,329	2,546	613,770	+2.0	581,397	32,373	10,203
Region VIII:													
Iowa	60,845	−25.0	42,964	45,037	−26.7	38,086	6,951	1,578	399,285	−29.7	359,240	38,167	5,257
Minnesota	154,252	−.1	132,741	132,828	−2.4	122,972	9,856	(7)	1,354,632	−4.7	1,276,554	77,777	(7)
Nebraska	24,885	−24.4	21,013	21,612	−22.9	19,673	1,939	895	196,205	−25.1	181,911	14,283	6,200
North Dakota	12,022	+4.9	9,272	8,624	−13.1	7,967	657	42	82,508	−14.2	77,298	5,210	317
South Dakota	8,330	+4.4	4,640	4,319	−27.2	3,820	499	(7)	30,671	−27.8	27,527	3,127	(7)
Region IX:													
Arkansas	66,853	+17.2	51,415	51,415	+22.8	48,360	3,055	180	327,651	+34.6	315,668	11,983	668
Kansas	32,780	−23.5	21,384	21,235	−34.2	17,956	3,279	2,110	183,719	−36.1	163,007	20,712	12,371
Missouri	115,065	+7.0	71,860	63,869	−22.4	53,232	10,637	4,541	534,162	−24.4	484,949	49,213	17,840
Oklahoma	50,509	−2.8	37,314	37,290	−6.3	30,334	6,956	1,660	341,664	−4.6	298,165	43,499	8,315
Region X:													
Louisiana	94,638	+5.6	71,906	63,535	−17.2	59,427	4,108	(7)	480,395	−17.3	456,693	23,702	(7)
New Mexico	14,519	−10.4	12,164	11,883	−12.7	9,908	1,975	1,627	102,220	−13.9	87,744	14,476	11,728
Texas	175,644	+2.9	93,952	111,968	−8.5	97,636	14,332	(7)	838,343	−6.0	768,006	70,169	(7)
Region XI:													
Arizona	14,230	−9.9	10,589	10,555	−7.0	9,802	753	70	114,186	−7.0	108,437	5,749	508
Colorado	51,367	−.3	43,345	44,359	−4.3	36,338	8,021	5,050	437,301	−6.0	379,523	56,903	33,375
Idaho	27,109	−17.1	21,347	22,324	−31.9	20,730	1,594	(7)	252,234	−33.4	238,556	13,506	(7)
Montana	40,707	−20.0	35,323	35,309	−22.0	35,309	(9)	(9)	382,520	−23.5	382,520	(9)	(9)
Utah	13,017	−21.0	11,787	11,305	−27.6	9,118	2,187	1,074	119,661	−28.4	104,065	15,596	7,774
Wyoming	13,846	−27.7	10,712	10,342	−39.2	8,091	2,251	1,577	122,328	−42.5	102,714	19,614	12,809
Region XII:													
California	533,289	+2.9	463,476	[8] 440,339	−9.6	372,582	52,203	(7)	6,028,739	−7.9	5,408,006	479,441	(7)
Nevada	9,705	−20.4	8,242	8,671	−24.4	8,085	586	10	112,348	−24.4	106,742	5,606	92
Oregon	60,493	−32.4	47,369	42,411	−43.9	35,698	6,713	4,449	499,321	−44.3	446,014	51,484	32,662
Washington	102,867	−16.7	82,217	81,298	−23.6	70,449	10,849	(7)	967,102	−26.1	876,724	90,378	(7)
Territories:													
Alaska	4,590	+17.2	3,266	[8] 3,222	−6.4	2,901	262	0	43,760	−10.2	40,409	2,296	0
Hawaii	5,443	+28.3	4,216	4,205	+32.3	3,048	1,157	1,115	30,826	+26.5	23,737	7,089	6,775

[1] Waiting-period claims are represented by difference between total number and number of compensable claims.

[2] Benefits for partial unemployment are not provided by State law in Mississippi, Montana, New Jersey, New York, and Pennsylvania. In Massachusetts, provision for such payments becomes effective October 1940. Of these States, only Mississippi provides for payments of less than full weekly benefit amount for total unemployment, i. e., part-total unemployment.

[3] Includes supplemental payments, not classified by type of unemployment.

[4] Based on 50 States reporting comparable data for March and April.

[5] In 3 States total weeks compensated include some weeks not classified by type of unemployment. The number of such weeks are: Alaska, 59; California, 15,554; and Maine, 111.

[6] Excludes Delaware.

[7] Data for partial unemployment included with data for part-total unemployment.

[8] Data not reported.

[9] Data not comparable, since benefit payments are now made on a 2-week basis.

[10] Excludes 241 payments amounting to $5,345 arising from recalculation of weekly benefit amounts.

reported in Delaware, Iowa, Kansas, Montana, Nebraska, Nevada, Oregon, Utah, and Wyoming; lesser declines occurred in 11 other States.

The decline of 10 percent from March in benefit payments resulted in part from the increased lag in the issuance of checks in some of the larger industrial States, additional waiting-period requirements in connection with the beginning of new benefit years in other States, and a slight improvement in employment in some areas. Decreases were widespread, 39 States reporting declines. The most pronounced relative reductions occurred in Virginia and West Virginia, where benefit disbursements declined 50 percent or more. In both of these States all claimants must serve additional waiting periods following the start of the new uniform benefit year in April; the sharper decline in West Virginia was attributable to a 3-week waiting period. Decreases in benefit payments of 25 percent or more were shown in 11 other States. Of the 12 States reporting increased payments during April, the sharpest relative rise was in New Hampshire, where benefit disbursements expanded to nearly 2½ times the March volume, largely reflecting payments of claims resulting from the new uniform benefit year which began in March. Other States with notable increases were Arkansas, Maine, and Rhode Island, with gains of more than 30 percent. Six States—California, Illinois, Massachusetts, New York, Ohio, and Pennsylvania—were responsible for more than half the payments in the country.

A total of $175 million in benefit payments was disbursed during the first 4 months of 1940 in contrast to $146 million paid in the corresponding period of 1939. The increase was in part attributable to the fact that benefits were not paid in Illinois and Montana until July 1, 1939, and also to the fact that in the 18 States which began accepting claims in January 1939 the first month's disbursements were restricted by waiting-period requirements. Benefit payments during the first 4 months of 1940 for the 49 States which paid benefits in both periods were 9.1 percent above that same period in 1939. In the 31 States which paid benefits prior to January 1939, benefit disbursements during January–April 1940 were only 3.7 percent higher than in the corresponding period in 1939. By the end of April 1940, benefit payments in 4 States—California, Michigan, New York, and Pennsyl-

Table 2.—*Average number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by States, April 1940*

[Data reported by State agencies, corrected to May 20, 1940]

Social Security Board region and State	Average number of claimants receiving benefits [1]		Claimants receiving first payments		Number of claimants exhausting benefit rights
	Number	Percentage change from March	Number	Percentage change from March	
Total	960,735	−12.3	[2] 606,888	[3] +51.6	[4] 210,966
Region I:					
Connecticut	13,772	−11.0	7,957	+13.9	4,812
Maine	11,508	+30.8	18,140	+499.9	[5] 890
Massachusetts	50,445	−.1	43,321	+85.7	14,125
New Hampshire	9,730	+155.8	7,571	+11.6	316
Rhode Island	24,364	+83.6	37,660	+713.0	18,364
Vermont	3,478	−2.2	1,043	−9.7	762
Region II:					
New York	97,243	−26.4	110,359	+214.4	[5] 11,149
Region III:					
Delaware	2,156	−33.8	1,246	+8.5	974
New Jersey	38,031	−10.6	23,475	+23.7	13,066
Pennsylvania	92,664	−1.0	50,363	+17.1	30,054
Region IV:					
District of Columbia	5,005	−23.0	1,832	−37.1	[6] 1,030
Maryland	15,354	+5.9	21,203	+425.0	1,127
North Carolina	21,484	+22.8	10,535	+.6	[6] 2,558
Virginia	8,062	−54.8	14,882	+62.8	(7)
West Virginia	3,304	−61.7	1,486	−54.6	[6] 550
Region V:					
Kentucky	11,963	−5.9	4,302	−38.8	2,983
Michigan	35,522	−18.8	13,319	−1.2	8,796
Ohio	65,780	+.2	23,572	−4.0	[6] 8,205
Region VI:					
Illinois	50,297	−28.5	72,173	+260.1	7,146
Indiana	19,684	−15.1	(8)		(8)
Wisconsin	9,448	−16.0	(8)		(8)
Region VII:					
Alabama	13,825	−6.0	4,265	−17.2	2,226
Florida	11,087	+11.8	5,017	−1.6	2,873
Georgia	12,904	+1.5	7,035	+13.9	4,157
Mississippi	6,533	−40.7	3,681	−17.9	1,664
South Carolina	7,049	−5.9	3,116	+7.6	[6] 1,109
Tennessee	19,745	+2.6	6,237	−2.7	[6] 3,154
Region VIII:					
Iowa	10,105	−32.9	4,660	−13.8	3,664
Minnesota	30,657	−4.4	8,790	−10.4	6,186
Nebraska	4,954	−29.2	1,396	−23.0	972
North Dakota	2,004	−13.6	505	−25.6	432
South Dakota	884	−40.5	1,440	+171.7	[6] 175
Region IX:					
Arkansas	11,262	+9.1	6,633	+36.6	2,009
Kansas	4,967	−23.0	2,153	−30.7	2,125
Missouri	14,607	−24.3	10,440	−13.5	4,138
Oklahoma	8,294	−19.3	5,175	+27.5	3,380
Region X:					
Louisiana	14,636	−21.7	5,957	−19.3	4,218
New Mexico	2,762	−10.6	865	−8.1	529
Texas	25,580	−16.5	12,240	+8.2	7,976
Region XI:					
Arizona	2,459	−8.4	1,081	−5.1	686
Colorado	10,307	−6.3	3,786	+23.8	1,885
Idaho	5,303	−31.2	1,479	−4.0	1,603
Montana	8,204	−23.1	1,776	−4.8	[6] 1,766
Utah	2,662	−28.7	600	−34.6	904
Wyoming	2,389	−37.8	1,041	−16.2	1,182
Region XII:					
California	104,682	−8.5	29,582	−23.3	15,554
Nevada	2,040	−24.3	639	+.5	500
Oregon	10,603	−35.3	4,047	−64.4	4,417
Washington	19,146	−26.6	7,802	−7.5	4,188
Territories:					
Alaska	796	−3.4	294	+17.1	144
Hawaii	904	+19.6	617	+53.1	243

[1] Represents average number of weeks of unemployment compensated during weeks ended within month.
[2] Excludes Indiana and Wisconsin.
[3] Based on 49 States reporting data for both March and April.
[4] Excludes Indiana, Virginia, and Wisconsin.
[5] Represents claimants exhausting benefit rights under uniform-duration provisions of State laws.
[6] Represents claimants exhausting maximum benefit rights, which are based on weeks of employment instead of wage credits in base period.
[7] Data not reported.
[8] Provisions of State law not comparable.

vania—accounted for more than half of the $1 billion paid out since the beginning of the unemployment insurance program.

During April benefit payments were made for 4.2 million weeks of unemployment, 9 percent less than in March. Approximately 3.8 million weeks, or 90 percent, were full weeks of total unemployment, a decrease of about 428,000 from

Table 3.—*Percentage distribution of number of weeks of unemployment compensated by amount of benefit payment for total unemployment and proportion at minimum and maximum benefit payable, by States, January–March 1940*

[Data reported by State agencies, corrected to May 23, 1940]

Social Security Board region and State	Total number of weeks compensated	Percent of weeks compensated [1] in amounts of—				Minimum weekly benefit		Maximum weekly benefit	
		Less than $5.00	$5.00–9.99	$10.00–14.99	$15.00 and over	Amount	Percent of total weeks compensated	Amount	Percent of total weeks compensated
Total	11,809,813	4.9	37.6	29.1	28.4				
Region I:									
Connecticut	158,235		44.9	33.5	21.6	$5.00	0.7	$15.00	21.6
Maine	89,595	27.0	52.6	16.6	3.8	[2]		15.00	3.8
Massachusetts	609,076		46.1	31.5	22.4	5.00	8.3	15.00	22.4
New Hampshire	41,793		56.7	29.7	13.6	5.00	11.3	15.00	13.6
Rhode Island	146,578	2.5	34.7	38.4	24.4	[2]		16.00	20.0
Vermont	32,341	1.7	56.2	22.7	19.4	None		15.00	19.4
Region II:									
New York	1,757,116		30.5	30.7	38.8	7.00	14.6	15.00	38.8
Region III:									
Delaware	31,039		62.3	22.7	15.0	5.00	15.7	15.00	15.0
New Jersey	476,006		56.9	25.1	18.0	5.00	12.2	15.00	18.0
Pennsylvania	1,112,072		40.6	32.5	26.9	7.50	25.1	15.00	26.9
Region IV:									
District of Columbia	62,854	11.1	52.0	21.7	15.2	None		15.00	15.5
Maryland	159,425		59.7	26.7	13.6	[2]		15.00	13.6
North Carolina	164,255	57.3	35.5	5.2	2.0	[2]		15.00	2.0
Virginia	178,477	20.5	56.2	14.3	9.0	3.00	5.4	15.00	9.0
West Virginia	95,055	21.0	45.3	26.2	7.5	[2]		15.00	7.5
Region V:									
Kentucky	135,043	27.6	45.5	18.3	8.6	4.00	19.5	15.00	8.6
Michigan	473,799	[2]	32.8	31.9	35.3	[2]		16.00	30.5
Ohio	628,436	4.6	37.4	33.9	24.1	None		15.00	24.1
Region VI:									
Illinois	690,823		15.7	33.2	51.1	7.00	5.3	16.00	45.6
Indiana	226,518	1.0	33.5	40.3	25.2	3.00	.1	15.00	25.2
Wisconsin	134,716		36.1	42.6	21.3	5.00	3.0	15.00	[4]
Region VII:									
Alabama	149,374	27.1	52.5	12.8	7.6	[2]		15.00	7.6
Florida	105,318	7.0	46.1	26.4	20.5	[2]		15.00	20.4
Georgia	140,833	15.8	68.6	9.8	5.8	None		15.00	5.8
Mississippi	111,844	44.8	41.8	8.3	5.1	None		15.00	5.1
South Carolina	78,200	17.6	68.5	9.9	4.0	[2]		15.00	4.0
Tennessee	203,927	15.7	62.8	14.6	6.9	[2]		15.00	6.9
Region VIII:									
Iowa	155,122	1.9	50.4	30.5	17.2	None		15.00	17.2
Minnesota	309,340	[2]	41.4	33.1	25.5	[2]		15.00	25.5
Nebraska	70,695	.3	53.7	29.5	16.5	[2]		15.00	16.4
North Dakota	21,293		51.3	27.1	21.6	5.00	11.6	15.00	21.6
South Dakota	15,251	27.0	43.7	20.3	9.0	3.00	4.0	15.00	9.0
Region IX:									
Arkansas	101,984	42.0	45.8	8.6	3.6	3.00	27.2	15.00	3.6
Kansas	72,098	[2]	48.9	30.5	20.6	[2]		15.00	20.6
Missouri	199,544	6.8	50.2	22.5	20.5	None		15.00	20.5
Oklahoma	107,419	5.5	47.2	24.1	23.2	None		15.00	23.2
Region X:									
Louisiana	191,075	26.7	48.4	13.6	11.3	4.00	17.9	18.00	7.2
New Mexico	32,617	11.8	46.9	22.1	19.2	[2]		15.00	19.2
Texas	320,308	9.2	63.5	15.6	11.7	[5] 5.00	20.9	[5] 15.00	11.7
Regon XI:									
Arizona	32,921	1.1	34.1	34.0	30.8	None		15.00	30.9
Colorado	107,975	.5	44.7	31.4	23.4	[2]		15.00	23.4
Idaho	73,046	.4	25.0	51.8	22.8	[2]		18.00	3.5
Montana	121,477		35.6	34.7	29.7	5.00	7.8	15.00	29.7
Utah	45,154		34.7	34.0	31.3	5.00	8.7	16.00	26.3
Wyoming	36,302		21.1	27.4	51.5	[2]		18.00	36.0
Region XII:									
California	1,183,702		15.7	37.4	46.9	[2]		[2]	
Nevada	27,955	1.3	11.2	25.3	62.2	[2]		15.00	62.2
Oregon	121,328		18.8	31.6	49.6	[2]		15.00	49.6
Washington	253,504	.1	15.8	30.9	53.2	[2]		15.00	53.3
Territories:									
Alaska	8,051		5.5	8.7	85.8	5.00	.6	16.00	83.5
Hawaii	8,904		62.7	25.6	11.7	5.00	21.0	15.00	11.7

[1] Excludes final payments for less than benefit rate.

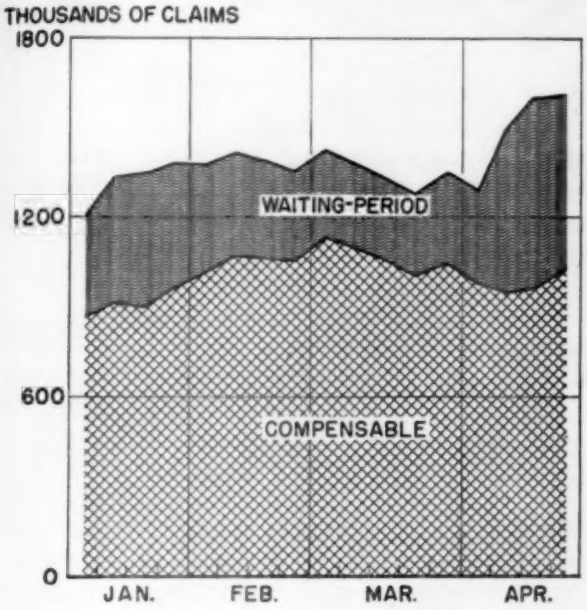
[2] Less than 0.1 percent.

[3] Recent amendments to State laws have changed minimum and maximum weekly benefit payable. During transition period, payments are made under both provisions of law.

[4] Under provisions of the Wisconsin law it is possible in some instances to receive payments above maximum rate.

[5] State law provides for minimum of $10 and maximum of $30 for each benefit period of 14 consecutive days.

Chart II.—*Number of waiting-period and compensable continued claims received, for weeks ending in January–April 1940*



the preceding month. Weeks of partial and part-total unemployment compensated were slightly higher than in March, totaling 381,000. Five States—California, Massachusetts, New York, Ohio, and Pennsylvania—accounted for 44 percent of the weeks of total unemployment compensated during April. More than a fifth of all weeks of unemployment compensated during the month in Hawaii, Illinois, Indiana, and Wyoming were for partial and part-total unemployment.

The weekly average number of claimants receiving benefits during April declined 12.3 percent to 961,000 recipients, a sharper reduction than occurred in either benefit payments or number of weeks compensated. Decreases in the number of claimants receiving payments were reported by 40 States. As was the case in the amount of benefits paid, the sharpest relative declines were shown in Virginia and West Virginia, where the average weekly number of benefit recipients decreased by more than half. Other States with pronounced decreases were Delaware, Idaho, Iowa, Mississippi, Oregon, South Dakota, and Wyoming, where the number of claimants receiving payments declined more than 30 percent. In 20 States the decline in the average number of

Table 4.—*Number of weeks of unemployment compensated and amount of benefits paid on interstate claims [1] received as liable and as agent State, by States, April 1940*

[Data reported by State agencies, corrected to May 29, 1940]

Social Security Board region and State	Number of weeks of unemployment compensated on interstate claims received as—		Amount of benefits paid on interstate claims received as—	
	Liable State	Agent State	Liable State	Agent State
Total	169,986	169,986	$1,914,713	$1,914,713
Region I:				
Connecticut	3,041	1,845	33,751	20,893
Maine	820	1,160	6,028	12,075
Massachusetts	4,575	6,156	50,707	65,122
New Hampshire	2,726	1,477	27,170	15,569
Rhode Island	2,144	1,653	22,526	17,702
Vermont	1,217	611	12,940	6,382
Region II:				
New York	10,462	7,940	130,007	89,256
Region III:				
Delaware	1,053	392	10,902	4,161
New Jersey	3,447	3,603	35,787	43,180
Pennsylvania	6,240	5,862	73,505	64,036
Region IV:				
District of Columbia	1,342	1,101	14,528	11,371
Maryland	1,360	2,123	14,120	22,006
North Carolina	2,658	1,753	15,432	17,153
Virginia	1,534	2,620	14,031	24,832
West Virginia	1,140	1,815	10,168	19,804
Region V:				
Kentucky	2,112	3,066	19,974	32,772
Michigan	7,012	3,279	87,273	36,799
Ohio	[2] 6,494	4,671	[2] 72,097	54,506
Region VI:				
Illinois	7,176	6,536	96,840	75,480
Indiana	3,052	3,276	35,523	38,267
Wisconsin	679	2,073	8,304	25,031
Region VII:				
Alabama	3,070	2,919	25,593	27,898
Florida	2,657	6,121	27,842	69,463
Georgia	2,596	2,678	21,846	25,304
Mississippi	1,856	2,354	15,346	22,380
South Carolina	1,102	1,566	9,376	11,553
Tennessee	4,407	4,032	40,379	39,428
Region VIII:				
Iowa	2,296	2,510	25,033	29,146
Minnesota	3,339	2,795	36,343	33,207
Nebraska	2,476	1,696	24,553	20,516
North Dakota	827	984	8,802	10,820
South Dakota	237	853	1,952	9,482
Region IX:				
Arkansas	3,879	3,929	30,931	42,810
Kansas	2,400	2,754	24,093	30,511
Missouri	3,775	6,485	36,025	74,186
Oklahoma	2,688	5,191	27,726	58,646
Region X:				
Louisiana	3,140	3,540	32,008	34,150
New Mexico	2,486	1,312	25,472	14,394
Texas	6,094	7,562	57,014	87,782
Region XI:				
Arizona	2,336	2,330	26,694	28,296
Colorado	4,303	2,539	45,237	30,504
Idaho	3,086	2,574	37,220	32,342
Montana	3,847	1,331	42,308	16,377
Utah	759	1,755	9,007	23,069
Wyoming	1,690	843	22,360	9,678
Region XII:				
California	19,847	21,681	281,945	244,934
Nevada	2,866	1,314	38,735	17,786
Oregon	4,356	6,315	53,559	85,089
Washington	6,173	6,534	79,302	82,230
Territories:				
Alaska	961	194	14,560	2,260
Hawaii	153	241	1,740	3,221
Unallocated		[3] 62		[3] 764

[1] Includes claims for partial unemployment for a number of States, although such payments are not provided in interstate benefit-payment plan.

[2] Excludes 3 payments amounting to $74 arising from recalculation of benefit amounts in Ohio.

[3] Represents 38 weeks amounting to $458 for Massachusetts, 1 week amounting to $15 for Iowa, and 23 weeks amounting to $291 for Washington as liable State for which break-down by agent State was not reported.

Table 5.—*Collections deposited in State clearing accounts, January–April 1940, and funds available for benefits as of April 30, 1940, by States*

[Data reported by State agencies, corrected to May 18, 1940]

[Amounts in thousands]

Social Security Board region and State	Collections deposited [1]		Funds available for benefits as of Apr. 30, 1940 [2]
	January–April 1940	Percentage change from January–April 1939 [3]	
Total	$325,035	[4] +6.4	$1,698,013
Region I:			
Connecticut	7,686	+17.2	[5] 33,153
Maine	1,722	−2.6	4,293
Massachusetts	14,180	+3.1	77,927
New Hampshire	1,074	(6)	6,072
Rhode Island	2,687	(6)	9,716
Vermont	364	(6)	2,970
Region II:			
New York	47,883	(6)	201,926
Region III:			
Delaware	1,102	+29.8	6,464
New Jersey	17,699	+10.2	111,950
Pennsylvania	24,951	+5.7	105,254
Region IV:			
District of Columbia	2,552	+3.7	18,351
Maryland	6,100	+9.3	19,967
North Carolina	3,925	+4.7	20,967
Virginia	3,738	+2.7	19,381
West Virginia	3,569	+5.2	15,929
Region V:			
Kentucky	2,856	−26.5	27,261
Michigan	24,218	+17.2	63,851
Ohio	18,939	+4.8	142,288
Region VI:			
Illinois	27,906	+1.9	188,667
Indiana	8,971	+1.9	39,938
Wisconsin	3,724	−26.2	52,234
Region VII:			
Alabama	3,339	+14.5	13,747
Florida	2,588	+.3	14,281
Georgia	2,874	(6)	22,400
Mississippi	1,235	(6)	4,615
South Carolina	1,573	(6)	10,634
Tennessee	2,997	−9.8	13,965
Region VIII:			
Iowa	2,984	+14.0	15,784
Minnesota	4,500	+.1	23,150
Nebraska	1,435	−21.6	10,494
North Dakota	282	−18.1	2,382
South Dakota	436	−12.2	3,063
Region IX:			
Arkansas	1,267	−1.8	7,428
Kansas	2,161	−13.0	14,937
Missouri	9,030	+16.6	56,027
Oklahoma	2,299	(6)	15,752
Region X:			
Louisiana	3,356	−2.2	18,442
New Mexico	595	+.7	2,920
Texas	7,274	−5.2	49,500
Region XI:			
Arizona	891	−3.2	3,041
Colorado	1,993	−2.3	11,157
Idaho	711	−.5	2,669
Montana	1,265	−5.2	6,474
Utah	1,293	−1.3	3,952
Wyoming	498	−19.4	2,555
Region XII:			
California	33,103	+25.5	160,270
Nevada	375	−.5	1,586
Oregon	2,749	(6)	8,522
Washington	5,122	(6)	22,996
Territories:			
Alaska	141	−4.1	1,066
Hawaii	823	(6)	5,645

[1] Represents contributions plus such penalties and interest collected from employers and contributions from employees as are available for benefit payments. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent of taxable wages are collected in all States except the District of Columbia and Michigan, where rate is 3 percent. In New York, rate is 3 percent for employers subject to State but not Federal law and 2.7 percent for those employers subject to both laws. Employee contributions of 1.5 percent of taxable wages are collected in Rhode Island; 1 percent in Alabama, California, Kentucky, and New Jersey; and 0.5 percent in Louisiana.

[2] Data for 2 periods are not adjusted for changes resulting from law, effective with pay rolls subsequent to June 30, 1939, providing that contributions from railroad industry be deposited in railroad unemployment insurance account of Railroad Retirement Board.

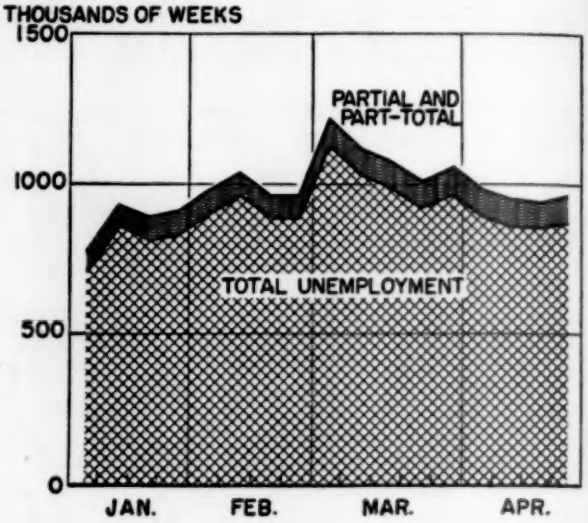
[3] Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

[4] Computed on basis of comparable States. See footnote 6.

[5] See table 6, footnote 3.

[6] Not computed, since data for States that shifted either wholly or in part from a monthly to a quarterly contribution basis during 1939 or 1940 are not comparable.

Chart III.—*Number of weeks compensated, by type of unemployment, for weeks ending in January–April 1940*



claimants receiving benefits was more pronounced than the decrease in either weeks of unemployment compensated or in benefit payments. Reports from 11 States, on the other hand, indicated increases. More than 2½ times as many claimants in New Hampshire received benefits as in the previous month, following the beginning of the new benefit year in March. Nearly half the total weekly average number of recipients was accounted for by 6 States—California, Illinois, Massachusetts, New York, Ohio, and Pennsylvania.

Reflecting the beginning of new uniform benefit years in several States, the number of unemployed workers receiving first payments increased more than 50 percent over March to 607,000, the highest number of new recipients since such reports became available in January 1939. The most pronounced increases among the 23 States reporting expansions occurred in Rhode Island, where 8 times as many new recipients were reported as in March; in Maine, 6 times as many; in Maryland, 5 times as many; in Illinois and New York, more than 3 times as many; and in South Dakota, nearly 3 times as many. These States all began new uniform benefit years on

April 1. Decreases in the number of first payments occurred in 26 States; declines in excess of 30 percent were reported by the District of Columbia, Kansas, Kentucky, Oregon, Utah, and West Virginia.

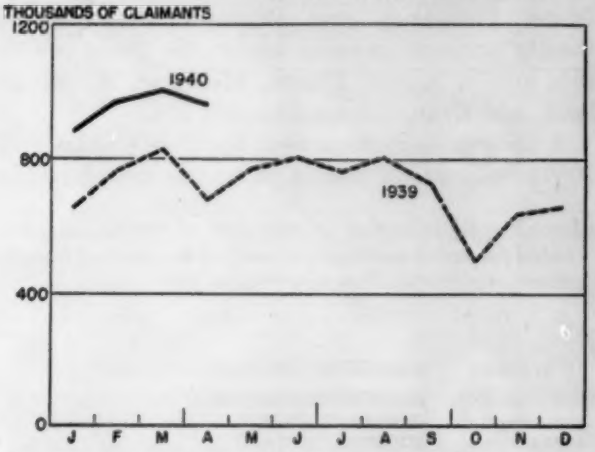
The number of claimants exhausting benefit rights declined 17 percent to 211,000 during April, the lowest volume this year. Many claimants in States which have individual benefit years exhausted their benefit rights earlier in the year, and in several large industrial States the uniform benefit year was terminated March 31. Of the 29 States reporting decreases, 8 States—Illinois, Maine, Maryland, Mississippi, Missouri, New York, South Dakota, and West Virginia—showed reductions from March of 50 percent or more in the volume of exhaustions. In Rhode Island the number of claimants exhausting benefit rights increased to more than 2½ times the March volume, since many claimants received their last check for conditional payments in April with the expiration of the transitional period at the end of March. Among the 18 other States which showed larger volumes of benefit exhaustions in April, Minnesota, North Dakota, and Vermont reported expansions of more than 50 percent. The only States in which the number of exhaustions exceeded the number of first payments were Idaho, Oregon, Utah, and Wyoming. In the 48 States reporting both first payments and exhaustions, the former exceeded the latter by 381,000.

Size of Benefit Payment

During the first quarter of 1940 more than 57 percent of weeks of total unemployment for the country as a whole were compensated by benefit payments of $10 or more. Nearly 29 percent of total payments were $15 or over, and only 5 percent were under $5. The greatest concentration of benefit payments was in the $5.00–9.99 interval which contained nearly 38 percent of all payments.

Reflecting lower prevailing wage rates, as well as statutory weekly benefit amount provisions, most of the States in the Southeast and South Central areas reported comparatively large proportions of their payments in the lowest weekly benefit rate groups. More than one-half of all payments in North Carolina were under $5; between 20 and 50 percent of all weeks of total unemployment compensated in Alabama, Arkansas, Kentucky, Louisiana, Maine, Mississippi, South Dakota, Virginia, and West Virginia were for amounts less than $5.

Chart IV.—*Average number of claimants drawing benefits, by months, January 1939–March 1940* [1]



[1] Benefits not payable in Illinois and Montana until July 1939.

Among the 20 States having a defined minimum benefit amount, more than one-fifth of all weeks of total unemployment were compensated at the minimum rate in Arkansas, Hawaii, Pennsylvania, and Texas. Direct comparison of the proportion of benefit payments at the minimum is inadvisable, however, since the rate varies among the States. The highest minimum amount in this group is $7.50 in Pennsylvania, followed by $7 in Illinois and New York. Kentucky and Louisiana have minimum weekly benefit amounts of $4, and the minimum amount in Arkansas, Indiana, South Dakota, and Virginia is $3. The remaining 11 States have minimum weekly benefit rates of $5.

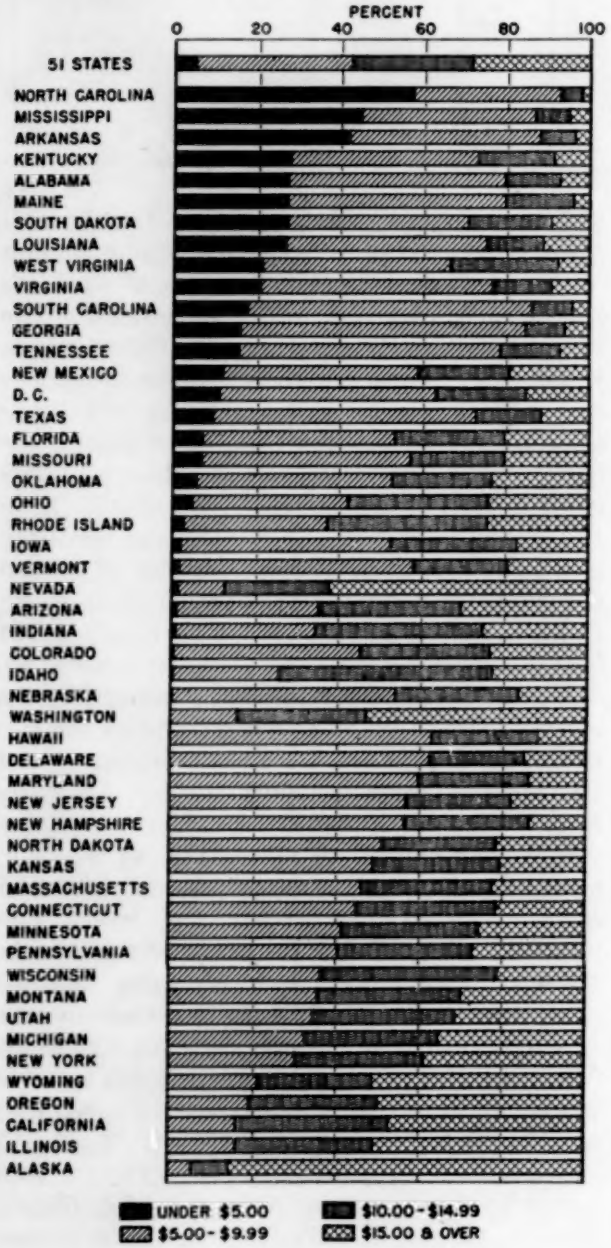
Highest benefit payments were reported in the industrial States in the East and Midwest and also in States throughout the Rocky Mountain and Pacific Coast areas, including Alaska. All States included in this group, except New Jersey, reported that more than one-half of all weeks of total unemployment were compensated at $10 or more. In Alaska, 86 percent of all weeks compensated were at $15 or over, while Illinois, Nevada, Washington, and Wyoming reported more than 50 percent of all payments at this rate. In addition to these 5 States, Arizona, California, Michigan, New York, Oregon, and Utah reported more than 30 percent of all payments compensated at $15 or over.

More than 45 percent of all payments were issued at the maximum rate in Alaska, Illinois, Nevada, Oregon, and Washington, and 20 percent

or more in 19 other States. In all but 8 of the 48 reporting States, the maximum rate is $15. In Idaho, Louisiana, and Wyoming, the highest weekly amount payable under the State law is $18, and in Alaska, Illinois, Michigan, Rhode Island, and Utah, the maximum is $16.

A noticeable increase over the fourth quarter of 1939 in the size of benefit payments was shown in California, where the amended law raised both the minimum and maximum weekly benefit rates as of December 1, 1939. Only 15.7 percent of weeks compensated during the first quarter of 1940 in California were at the rate of less than $10, in contrast to 36.3 percent in the previous quarter. On the other hand, more than half the payments in the first quarter of 1940 were more than $14, in contrast to only about a third in the fourth quarter of 1939.

Chart V.—*Distribution of number of weeks compensated for total unemployment, by amount of benefit check, by States, January–March 1940*



Interstate Claims

Interstate claims relating to 170,000 weeks of unemployment were compensated during April, a decline of 19 percent from the previous month. Compensation for such claims totaled $1.9 million, representing 4.5 percent of all benefit disbursements during the month. In 24 States more interstate claims were compensated as liable State than were transmitted to other agencies; of these, Alaska was outstanding with nearly 5 times as many weeks of unemployment compensated as liable State than were received as agent State. This is attributable to a large influx of workers, especially from Washington, to meet employment needs in seasonal industries. The weeks compensated for interstate claims as liable State by Delaware and Montana were about 3 times as many as were forwarded to other States, while Michigan, Nevada, Vermont, and Wyoming compensated approximately twice the number of claims forwarded. On the other hand, South Dakota and Wisconsin as agent States transmitted claims for more than 3 times as many weeks of unemployment as they received as liable States, while Florida and Utah transmitted more than twice as many. The greatest concentrations of States forwarding more claims as agent State than they compensated as liable State were in the Southern and Pacific Coast areas. Most of the New England and Rocky Mountain States compensated more claims as liable States. More than one-fourth of all claims as liable State were compensated by 4 States—California, Illinois, Michigan, and New York. More interstate claims—both as liable and agent State—were handled by California than by any other State.

Status of Funds

Approximately $100 million in contributions was deposited in State clearing accounts during

April. Deposits this year through April reached a total of $325 million, an increase of 6.4 percent over collections in the corresponding period of 1939. Of the 40 States reporting comparable data for the first 4 months of 1939 and 1940, increases in contributions were shown in 21 States; the greatest gains—25 percent or more—were reported by California and Delaware. Increases were principally concentrated in the Middle Atlantic States. Declines reported by 19 States were largely attributable to discontinuance of collection of contributions from railroads, which became effective July 1, 1939. A decrease of 26 percent in Wisconsin was chiefly the result of lower contribution rates due to experience-rating provisions in the State law; Kentucky experienced a decline of comparable size in the 4-month period ending April 30, 1940.

Benefits paid to unemployed workers since benefits were first payable totaled nearly $1 billion by the end of April. Funds available for benefit payments increased about $58 million during April and totaled $1.7 billion at the end of the month.

Placement Activities

Jobs filled through public employment offices during April totaled 295,000 complete placements, an increase of 21 percent over the March volume and the highest number since October 1939. In addition, 45,000 supplemental placements were made during the month. Complete placements in private employment, totaling 259,000, increased 19 percent over March and were nearly a third higher than in April 1939. This was the largest volume of jobs filled in private employment in any April in the history of the public employment service.

Increased numbers of complete placements in private jobs over March were reported in 46 States; the outstanding relative gain was recorded in Alaska, where placements more than doubled, reflecting to a large extent the start of the fish-canning season. Increases of 75 percent or more were also reported by Montana, New Mexico, North Dakota, Oklahoma, and Utah. Of the 47 States which had larger volumes of private placements than in April 1939, Alaska, Arkansas, Florida, Hawaii, Kansas, Mississippi, and Washington more than doubled the number of jobs

Table 6.—*Status of State accounts in the unemployment trust fund, by States, fiscal year 1939–40 through April* [1]

[In thousands]

Social Security Board region and State	Balance as of June 30, 1939	Fiscal year 1939–40 through April			
		Deposits	Interest received [2]	Withdrawals	Balance as of Apr. 30, 1940
Total	$1,273,609	$715,336	$27,187	$375,108	$1,641,024
Region I:					
Connecticut	21,565	13,749	490	[3] 5,233	30,571
Maine	2,355	3,280	60	2,175	3,520
Massachusetts	60,443	32,390	1,285	17,900	76,218
New Hampshire	4,540	2,728	100	1,670	5,698
Rhode Island	7,538	7,465	171	5,845	9,329
Vermont	2,286	1,222	50	705	2,853
Region II:					
New York	140,859	112,788	3,154	60,675	196,126
Region III:					
Delaware	4,627	1,970	100	675	6,022
New Jersey	80,566	36,428	1,745	12,025	106,714
Pennsylvania	75,767	63,578	1,666	37,500	103,511
Region IV:					
District of Columbia	13,153	5,828	287	1,315	17,953
Maryland	10,775	12,826	272	4,275	19,598
North Carolina	13,641	9,674	311	2,925	20,701
Virginia	13,604	7,988	297	3,475	18,414
West Virginia	8,894	8,568	204	2,860	14,806
Region V:					
Kentucky	21,541	8,244	452	3,255	26,982
Michigan	43,775	44,844	865	28,350	61,134
Ohio	113,312	45,986	2,369	20,958	140,709
Region VI:					
Illinois	153,885	56,220	3,145	32,000	181,250
Indiana	27,165	19,376	608	7,450	39,699
Wisconsin	43,405	10,900	881	3,450	51,736
Region VII:					
Alabama	9,307	7,509	209	3,525	13,500
Florida	12,587	4,910	237	4,375	13,359
Georgia	17,567	6,400	357	2,900	21,424
Mississippi	3,257	2,160	72	1,332	4,157
South Carolina	8,982	2,950	176	1,750	10,358
Tennessee	10,636	6,500	231	4,429	13,028
Region VIII:					
Iowa	11,784	6,450	253	3,450	15,046
Minnesota	17,324	12,141	401	6,850	23,016
Nebraska	8,100	3,185	175	1,350	10,110
North Dakota	1,974	775	42	485	2,306
South Dakota	2,235	960	49	235	3,009
Region IX:					
Arkansas	5,786	2,838	125	1,630	7,119
Kansas	11,534	4,022	244	1,641	14,159
Missouri	41,507	15,975	882	5,625	52,739
Oklahoma	12,849	5,405	267	3,000	15,521
Region X:					
Louisiana	13,644	8,271	288	4,500	17,703
New Mexico	2,515	1,205	50	985	2,785
Texas	37,562	19,008	802	8,100	49,272
Region XI:					
Arizona	2,086	1,814	45	1,120	2,825
Colorado	9,437	4,001	192	3,075	10,555
Idaho	2,327	1,590	51	1,550	2,418
Montana	6,049	2,075	117	2,645	5,596
Utah	2,565	2,285	58	1,370	3,538
Wyoming	2,304	1,041	47	1,080	2,312
Region XII:					
California	124,084	69,380	2,638	41,150	154,952
Nevada	1,561	769	30	905	1,455
Oregon	6,478	4,933	139	3,550	8,000
Washington	19,047	8,555	394	7,100	20,896
Territories:					
Alaska	820	502	18	340	1,000
Hawaii	4,005	1,576	86	345	5,322

[1] Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, New Jersey, and Rhode Island.

[2] Interest is received at end of each quarter of fiscal year.

[3] Under provision of the Connecticut law, administrative grants equal to preliminary and "liquidating" amount to be transferred to railroad unemployment insurance account are to be withheld by the Social Security Board, and State is permitted to withdraw from unemployment compensation funds the amounts necessary for administrative purposes, up to amount so withheld. As of Apr. 30, 1940, $783,000 had been withheld.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

filled in the previous year. The only States to show a decline from April 1939 were Louisiana, New Hampshire, New Mexico, and Rhode Island. Almost one-half of all private placements in April were in jobs expected to last more than 1 month.

Placements in public work during April totaled nearly 36,000, an increase of 38 percent over March. Although this was the highest number

Table 7.—*Placement activities of public employment services for all registrants, by States, April 1940*

[Data reported by State agencies, corrected to May 23, 1940]

Social Security Board region and State	Complete placements								Supplemental placements	Applications received		Active file as of Apr. 30, 1940
	Total	Private						Public		Number	Percentage change from March 1940	
		Total	Percentage change from—		Regular (over 1 month)	January–April 1940						
			March 1940	April 1939		Total	Percentage change from January–April 1939					
Total	294,537	258,926	+19.0	+32.8	125,408	856,945	[1] +33.8	35,611	45,002	1,515,374	+13.1	5,682,339
Region I:												
Connecticut	5,194	4,304	+24.6	+32.2	2,445	14,396	+34.1	890	153	22,567	+14.1	82,989
Maine	1,341	1,207	+12.7	+.9	891	4,612	+11.3	134	3	12,706	−10.4	47,288
Massachusetts	3,413	2,878	+9.7	+39.2	1,962	11,497	+50.7	535	55	39,791	−8.1	190,001
New Hampshire	1,378	979	−8.6	−14.0	546	4,875	−11.7	399	251	8,958	+8.1	24,947
Rhode Island	685	547	−.2	−22.8	330	2,237	−11.6	138	71	4,135	−58.7	39,420
Vermont	739	709	+14.5	+23.7	407	2,482	+15.7	30	22	3,698	+43.6	18,363
Region II:												
New York	22,513	21,188	+6.6	+59.5	10,342	77,010	+62.2	1,325	835	265,770	+91.1	680,615
Region III:												
Delaware	1,017	876	+24.1	+8.8	300	3,020	+26.6	141	32	3,215	+17.5	13,922
New Jersey	8,733	8,426	+6.7	+13.3	4,951	32,682	+65.3	307	634	62,312	+17.5	267,193
Pennsylvania	12,654	10,299	+14.0	+54.6	6,631	36,440	+47.5	2,355	1,088	131,488	+9.1	358,039
Region IV:												
District of Columbia	3,551	3,279	+12.4	+.7	1,550	11,746	+10.4	272	8	9,239	−3.1	37,002
Maryland	3,434	3,174	+19.0	+33.5	1,657	10,636	+38.5	260	45	22,108	+4.0	74,407
North Carolina	6,358	4,916	+2.9	+5.8	2,313	18,049	+9.9	1,442	39	25,618	+4.7	87,152
Virginia	4,827	3,633	+21.3	+11.3	1,866	12,656	+31.7	1,194	46	24,354	+30.8	59,256
West Virginia	2,605	2,308	+10.1	+6.9	1,034	8,206	−2.8	297	199	26,477	+30.3	80,961
Region V:												
Kentucky	2,737	2,475	+22.3	+72.2	1,057	7,370	+72.4	262	164	18,227	−10.9	92,810
Michigan	10,309	9,707	+23.2	+42.0	5,802	31,234	+46.6	602	163	63,466	+3.1	249,351
Ohio	15,532	14,942	+24.3	+44.3	7,417	46,331	+64.3	590	1,047	84,282	+4.2	311,509
Region VI:												
Illinois	14,380	14,179	+22.9	+26.5	6,592	47,347	+18.5	201	740	62,031	+.9	204,069
Indiana	8,240	7,971	+17.2	+23.7	4,197	26,096	+16.5	269	903	42,883	+15.1	164,422
Wisconsin	6,522	6,103	+32.6	+13.5	3,503	18,742	+19.3	419	414	30,065	+4.1	122,331
Region VII:												
Alabama	3,583	3,212	+.8	+48.0	2,318	11,878	+19.6	371	198	22,519	−.9	123,837
Florida	2,793	2,212	+4.0	+400.5	1,428	10,005	[1] +385.2	581	3,635	16,806	+11.7	59,093
Georgia	8,412	7,265	+17.0	+78.7	3,343	23,872	+107.3	1,147	136	23,956	−2.8	144,984
Mississippi	4,704	2,245	+5.5	+206.3	1,358	7,624	+155.2	2,459	691	18,526	+37.1	53,270
South Carolina	3,335	1,888	+14.7	+62.1	1,089	6,716	+76.3	1,447	7	9,738	+11.0	43,532
Tennessee	4,569	4,115	+11.0	+56.4	2,355	13,915	+28.0	454	119	13,117	+6.2	119,676
Region VIII:												
Iowa	7,280	6,065	+49.1	+10.5	2,533	17,815	+1.0	1,215	475	17,380	−7.5	88,161
Minnesota	5,311	5,078	+53.0	+23.9	3,091	14,364	+14.5	233	469	21,391	−5.2	156,932
Nebraska	3,332	1,737	+41.3	+27.8	806	5,149	+22.1	1,595	52	10,333	−2.3	44,696
North Dakota	2,255	2,159	+83.1	+30.4	1,309	5,000	+9.5	96	14	4,817	−8.7	31,148
South Dakota	1,419	1,103	+45.9	+3.5	535	3,079	−10.7	316	58	3,343	−32.2	30,030
Region IX:												
Arkansas	6,128	5,675	+54.9	+122.5	1,624	12,853	+43.4	453	1,111	10,124	−8.8	52,323
Kansas	4,502	3,603	+30.6	+109.5	1,307	10,558	+119.8	899	260	15,912	−16.1	63,888
Missouri	9,508	8,850	+45.3	+91.7	3,837	25,015	+84.1	649	29	49,322	+13.4	182,441
Oklahoma	7,405	6,554	+78.0	+18.9	1,262	15,195	+38.3	851	1,141	21,117	−29.0	91,495
Region X:												
Louisiana	3,598	3,304	−3.6	−33.9	2,118	13,458	−22.9	294	493	22,133	+6.8	82,996
New Mexico	1,508	1,105	+74.7	−.8	736	3,294	+13.9	402	504	5,682	+23.3	37,009
Texas	30,712	28,168	+10.4	+17.3	8,035	99,128	+14.4	2,544	22,196	50,756	+2.5	253,274
Region XI:												
Arizona	2,711	2,389	−20.6	+64.5	1,104	10,057	+120.6	322	2,066	6,677	−45.4	27,205
Colorado	3,297	3,112	+24.1	+24.9	1,428	9,487	+40.2	185	134	16,894	+4.1	65,866
Idaho	1,928	1,748	+9.4	+14.1	951	5,327	+31.8	180	46	6,749	−2.1	14,181
Montana	2,137	1,492	+89.3	+53.7	1,127	3,247	+24.1	645	399	6,058	−12.6	30,401
Utah	1,064	897	+83.4	+34.3	418	2,700	+38.7	167	223	7,627	+3.3	22,565
Wyoming	990	494	+46.6	+19.9	308	1,279	+7.3	496	8	2,969	−25.2	9,968
Region XII:												
California	20,413	17,902	+12.3	+5.5	8,550	60,355	+8.6	2,511	1,817	117,218	+13.1	482,862
Nevada	1,298	1,084	+6.4	+43.8	636	3,467	+36.2	214	213	2,969	+.9	5,986
Oregon	4,722	3,919	+10.8	+77.2	2,316	12,815	+57.7	803	1,026	24,440	+43.1	47,628
Washington	8,031	6,736	+29.1	+101.3	3,408	19,151	+139.7	1,295	495	20,731	−15.9	101,849
Territories:												
Alaska	626	260	+134.2	+132.1	97	556	+113.8	366	39	1,296	+26.4	3,009
Hawaii	804	445	0	+147.2	187	1,832	+178.0	359	36	1,384	+4.3	8,928

[1] Excludes Florida, because private-placement activity largely suspended during January–February 1939.

of jobs filled in public employment since November 1939, the volume was less than half that of April 1939.

The volume of 45,000 supplemental placements was the highest number since last December, and represented an increase of 49 percent over March. For the third successive month, nearly one-half of all such placements were made in Texas. Supplemental placements represent instances in which the employment offices are of material assistance in bringing worker and job together but in which not all the steps of the placement

Table 8.—*Placement activities of public employment services for men and women, by States, April 1940*

[Data reported by State agencies, corrected to May 27, 1940]

Social Security Board region and State	Men						Women					
	Complete placements				Applications received	Active file as of Apr. 30, 1940	Complete placements				Applications received	Active file as of Apr. 30, 1940
	Total	Private		Public			Total	Private		Public		
		Total	Regular (over 1 month)					Total	Regular (over 1 month)			
Total	175,748	141,320	62,427	34,428	1,041,237	4,204,145	118,789	117,606	62,981	1,183	474,137	1,478,194
Region I:												
Connecticut	3,215	2,342	1,447	873	14,023	57,498	1,979	1,962	998	17	8,544	25,491
Maine	719	590	430	129	8,811	35,680	622	617	461	5	3,895	11,608
Massachusetts	1,660	1,130	809	530	22,777	119,748	1,753	1,748	1,153	5	17,014	70,253
New Hampshire	999	626	309	373	6,081	17,675	379	353	237	26	2,877	7,272
Rhode Island	338	202	127	136	2,374	22,913	347	345	203	2	1,761	16,507
Vermont	375	348	225	27	2,690	13,425	364	361	182	3	1,008	4,939
Region II:												
New York	10,252	9,015	4,632	1,237	164,948	470,269	12,261	12,173	5,710	88	100,822	210,346
Region III:												
Delaware	484	344	137	140	1,799	9,564	533	532	163	1	1,416	4,358
New Jersey	3,461	3,166	2,205	295	37,532	176,944	5,272	5,260	2,746	12	24,780	90,249
Pennsylvania	6,536	4,210	2,718	2,326	97,586	271,599	6,118	6,089	3,913	29	33,902	83,440
Region IV:												
District of Columbia	1,599	1,340	576	259	5,298	23,935	1,952	1,939	974	13	3,941	13,127
Maryland	2,234	1,974	1,045	260	14,126	54,175	1,200	1,200	612	0	7,982	20,232
North Carolina	4,158	2,733	921	1,425	16,169	57,320	2,200	2,183	1,392	17	9,449	29,832
Virginia	3,120	1,934	928	1,186	15,390	40,199	1,707	1,699	938	8	8,964	19,057
West Virginia	1,265	971	346	294	21,713	69,209	1,340	1,337	688	3	4,764	11,752
Region V:												
Kentucky	1,540	1,279	416	261	13,666	74,223	1,197	1,196	641	1	4,561	18,587
Michigan	5,915	5,326	3,094	589	47,838	195,686	4,394	4,381	2,708	13	15,628	53,665
Ohio	7,956	7,399	3,597	557	59,740	236,832	7,576	7,543	3,820	33	24,542	74,677
Region VI:												
Illinois	7,361	7,212	3,087	149	42,620	145,495	7,019	6,967	3,506	52	19,411	58,574
Indiana	4,085	3,857	1,801	228	28,652	126,656	4,155	4,114	2,396	41	14,231	37,766
Wisconsin	3,352	2,983	1,725	369	20,655	96,097	3,170	3,120	1,778	50	9,410	26,234
Region VII:												
Alabama	2,419	2,051	1,413	368	16,301	99,652	1,164	1,161	905	3	6,218	24,185
Florida	1,768	1,199	785	569	11,820	45,283	1,025	1,013	643	12	4,986	13,816
Georgia	6,029	4,918	1,944	1,111	15,172	102,477	2,383	2,347	1,399	36	8,784	42,507
Mississippi	3,710	1,261	612	2,449	14,158	43,368	994	984	746	10	4,368	9,902
South Carolina	2,643	1,208	552	1,435	7,159	33,815	692	680	537	12	2,579	9,717
Tennessee	2,444	1,996	888	448	8,196	86,396	2,125	2,119	1,467	6	4,921	33,280
Region VIII:												
Iowa	4,691	3,525	1,429	1,166	12,207	68,398	2,589	2,540	1,104	49	5,173	19,763
Minnesota	2,978	2,777	1,852	201	14,591	121,196	2,333	2,301	1,239	32	6,800	35,736
Nebraska	2,565	978	382	1,587	8,030	35,916	767	759	424	8	2,303	8,780
North Dakota	1,345	1,267	808	78	3,299	24,774	910	892	501	18	1,518	6,374
South Dakota	876	565	286	311	2,440	23,390	543	538	249	5	903	6,640
Region IX:												
Arkansas	4,369	3,935	707	434	7,502	41,872	1,759	1,740	917	19	2,622	10,451
Kansas	2,975	2,082	583	893	12,065	52,111	1,527	1,521	724	6	3,847	11,777
Missouri	5,692	5,062	1,765	630	33,007	133,078	3,816	3,797	2,072	19	16,315	49,363
Oklahoma	4,875	4,039	335	836	16,095	73,857	2,530	2,515	927	15	5,022	17,638
Region X:												
Louisiana	1,751	1,476	841	275	16,948	66,563	1,847	1,828	1,277	19	5,185	16,433
New Mexico	1,151	754	497	397	4,627	31,402	357	352	239	5	1,055	5,607
Texas	20,162	17,675	3,692	2,487	35,869	193,068	10,550	10,493	4,343	57	14,887	60,206
Region XI:												
Arizona	1,840	1,558	758	282	5,252	22,768	871	831	346	40	1,425	4,437
Colorado	2,114	1,939	775	175	13,050	53,234	1,183	1,173	653	10	3,844	12,632
Idaho	1,622	1,093	542	169	5,440	12,369	666	655	409	11	1,309	1,812
Montana	1,798	1,161	898	637	5,140	25,579	339	331	229	8	918	4,822
Utah	576	423	224	153	6,184	18,440	488	474	194	14	1,443	4,125
Wyoming	811	316	219	495	2,407	8,371	179	178	89	1	562	1,597
Region XII:												
California	12,213	9,793	4,096	2,420	79,932	339,316	8,200	8,109	4,454	91	37,286	143,546
Nevada	1,013	804	508	209	2,424	4,901	285	280	126	5	545	1,085
Oregon	3,717	2,974	1,730	743	19,950	38,723	1,005	945	586	60	4,490	8,905
Washington	6,061	4,951	2,511	1,130	15,262	79,291	1,950	1,785	897	165	5,469	22,557
Territories:												
Alaska	553	195	80	358	1,212	2,758	73	65	17	8	84	251
Hawaii	703	364	140	339	1,010	6,637	101	81	47	20	374	2,291

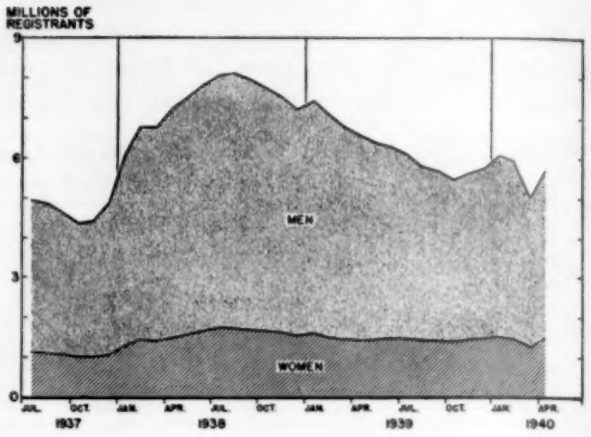
process are handled through public employment office facilities. Reflecting seasonal demand and general improvement in weather conditions, nearly two-thirds of such placements were in agricultural employment. More than 53,000 agricultural placements, both complete and supplemental, were made during the month.

Private placements made during the first 4 months of 1940 totaled approximately 857,000, an increase of a third over the number of placements in the corresponding period of 1939. Increased placements for the 4-month period were shown in 46 States; the number of jobs filled in private employment more than doubled in Alaska, Arizona, Florida, Georgia, Hawaii, Kansas, Mississippi, and Washington.

Applications for work received in April totaled 1.5 million, an increase of 13.1 percent over the March volume. Except for January 1940, when nearly 1.6 million applications were taken, this number represented a volume higher than in any month of 1939 or 1940, reflecting to some extent the increased claim load in States beginning new uniform benefit years. The volume of registrants in the active file as of the end of April expanded 13.1 percent to 5.7 million. This number was approximately 862,000 less than in April 1939. At least part of the increase over March was due to reinstatement of lapsed applications which were removed from the file prior to the general inventory registration taken at the beginning of April. The increase was general, with 44 States reporting more registrants in the active file than at the end of March. The only States showing fewer registrants in the active file were Delaware, the District of Columbia, Maryland, North Carolina, Utah, Wisconsin, and Wyoming.

Approximately 176,000 jobs were filled by men in contrast to 119,000 filled by women during the month of April. Private placements of men increased nearly a third over March to 141,000, while jobs filled by women in private employment totaled 118,000, an increase of only 7.3 percent from March but a gain of 30.4 percent over April 1939. A greater proportion of the placements of women were in jobs lasting more than 1 month; such regular jobs comprised 54 percent of private placements of women in contrast to 44 percent of private placements of men during April. As in previous months, the great bulk of public jobs were filled by men. In April, 97 percent of all

Chart VI.—*Active file of men and women registrants at public employment offices as of end of month, July 1937–April 1940*



public placements were of men. Applications for jobs by men during April totaled more than 1 million, an increase of 10.6 percent over March, while 474,000 applications were received from women, an increase of almost 20 percent over March. The number of women registered in the active file increased 16.8 percent, while the volume of male registrants rose 11.8 percent.

Veterans were placed in 11,000 jobs during the month, nearly 9,000 of which were in private employment, an increase of 36 percent over March. During the first 4 months of 1940, more than 26,000 jobs were filled by veterans, a gain of 17 percent over the corresponding period of 1939. Applications from veterans declined 4 percent from March to nearly 53,000. At the end of April there were more than a quarter of a million veterans in the active file of job seekers, a 10-percent increase over the total reported at the end of March.

State Amendments

Four States—Mississippi, New York, Pennsylvania, and Rhode Island—and the District of Columbia amended their unemployment compensation laws during April and May.

District of Columbia.—An amendment approved April 22 excludes newspaper carrier boys under age 18 from coverage.

Mississippi.—An amendment approved May 6 makes important changes with respect to coverage, employment exclusions, benefit formula, eligibility and disqualification provisions, contributions,

claims procedure, and administration. The act is also amended to conform to provisions of the Railroad Unemployment Insurance Act.

Coverage is extended to any employing unit which is subject to the Federal unemployment tax. Employment exclusions are amended to follow those in the Federal Unemployment Tax Act. In addition, services covered by a system of unemployment compensation for maritime workers or any other unemployment compensation system established by act of Congress are excluded.

Changes in benefit provisions include incorporation of the draft-bill definition of base period and of a benefit year beginning with the first week for which a valid claim is filed; establishment of a $3-minimum weekly benefit amount; payment of partial benefits, calculated as the difference between the weekly benefit for total unemployment and a week's earnings over $2; a flat duration of benefits equal to 14 times the weekly benefit amount; and a wage qualification of 30 times the weekly benefit amount in the base period. The definition of seasonal workers is also amended. In addition, a new provision authorizes payment of benefits to the legal representative, dependents, or next of kin of deceased claimants.

The former waiting period—2 weeks in 13—is changed to 2 weeks in the benefit year. Disqualification for voluntary leaving is changed to the week of such leaving and up to 5 following weeks; and for discharge for misconduct, to the week of such discharge and up to 7 following weeks. In case of fraudulent misconduct, misrepresentation to obtain benefits, or other acts involving moral turpitude, the commission may charge off, as though paid, benefits which the individual would otherwise have received. The labor-dispute disqualification is inapplicable in case of an unjustifiable lock-out, unless caused by the workers.

The commission is vested with continuous jurisdiction over benefit claims which have not been appealed and is authorized to appeal from decisions of the board of review involving the act's interpretation.

Wages for contribution purposes include only the first $3,000 a year paid to a worker by an employer and represent wages paid instead of payable. Provision for study of experience rating by the commission is continued, but the report thereon is postponed until the 1942 regular session of the legislature. The dead line for application for coverage termination (except in case of voluntary coverage) as of January 1 of any calendar year is postponed from January 31 to March 31 of such year. Collection procedures are strengthened somewhat, and the time limit for refund or adjustment of erroneously paid contributions is extended to 4 years.

The commission is authorized to enter into reciprocal arrangements with appropriate agencies of other States or the Federal Government whereby (1) wages or services on the basis of which an individual may become entitled to benefits under the law of such other States or the Federal Government shall be deemed to be wages for benefit purposes under the Mississippi law, provided such other agencies agree to reimburse the fund for a reasonable portion of the benefits paid, and (2) the commission will similarly reimburse such other agencies for payments made by them on the basis of employment under the Mississippi law.

Benefit provisions and the provision basing contributions on wages paid are effective October 1, 1940. Other provisions are effective June 30, 1940.

New York.—Several amendments were enacted during April. Three were approved April 11, reducing the contribution rate from 3 to 2.7 percent, clarifying the penalty provision for false statements, and making a misdemeanor under the law punishable by a maximum fine of $500 or a maximum imprisonment of 1 year, or both.

An amendment approved April 15 extends coverage to Federal instrumentalities not wholly owned by the United States or not exempt from the Federal unemployment tax by virtue of any other law. Another, approved April 26, excludes the employment as a part-time worker of any person (instead of a minor) actually in attendance during the daytime as a student. The amendments approved April 10 and 28 amend and expand the definition of farm laborer. The dead line for application for coverage termination (in case of reduction of the number of employees) as of January 1 of any calendar year is postponed from January 31 to March 31 of such year, by an amendment approved April 26.

Two amendments relate to claims procedure. The first, approved April 9, amends the provision requiring the commissioner's approval to validate attorney's claims for services in connection with

any claim under the law, by limiting services to service rendered to an employee. The second, approved April 12, provides that the referee's decision, in an initial determination involving the question of an employer's liability under or compliance with the unemployment compensation law, shall be deemed a general determination respecting all employees of such employer.

Pennsylvania.—An amendment approved May 16 changed the definition of wages to agree with the definition in the Federal Unemployment Tax Act.

Rhode Island.—Two bills were enacted during April. One, approved April 12, reduced the waiting period to 1 week of total unemployment, 2 weeks of partial, or a combination of weeks in which there occurs 1 week of partial followed by 1 week of total unemployment. By amendment of April 27, wages are defined to conform to the Federal Unemployment Tax Act and, beginning April 1, 1941, benefits are to be based on wages paid instead of wages payable. Remuneration received for relief work furnished by the State is excluded from wages in the determination of partial or total unemployment.

The disqualification for receipt of wages in lieu of notice, transition provisions, and the provision for an employment service account are repealed. Claims procedure is amended by a provision that any duties of a deputy may be performed by any other official designated by the State agency for the purpose.

RAILROAD UNEMPLOYMENT INSURANCE*

In the 4 weeks ended April 26, 1940, the regional offices of the Railroad Retirement Board received 125,366 claims for railroad unemployment insurance (table 2), a decrease of about 11 percent from the claims received in the comparable 4-week period ended March 29. Although the average number of claims per week was lower than in any month since December 1939, the number of claims received in each of the first 3 weeks in April was higher than the receipts in the last week of March.

The claims series indicates that unemployment among eligible workers declined from an average of 70,000 in the second half of February and the first half of March to an average of 62,500 in the second half of March and the first half of April. The validity of this comparison, however, may be affected by an increase of over 4,200 between the middle of March and the middle of April in the number of employees who have exhausted their benefit rights for the current year. Employment data for class I railroads compiled by the Interstate Commerce Commission suggest that after discounting the effect of exhaustions the decline in unemployment among eligible workers is the net result of the seasonal reemployment of maintenance-of-way workers and of reduced employment in railroad shops and for the train-and-engine crews.

Applications for certificate of benefit rights from workers who have become unemployed for the first time since the middle of June 1939 were re-

Table 2.—*Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, certificates of waiting-period credit issued, and benefit payments certified, June 1939–April 1940*

Period	Applications received	Claims received	Certificates of waiting-period credit issued	Benefit payments certified		
				Number	Total amount	Average amount
Cumulative through Apr. 26, 1940	202,327	1,233,372	177,628	847,285	$12,659,385	$14.94
Cumulative through Mar. 29, 1940	194,160	1,108,006	171,016	746,598	11,188,159	14.99
Mar. 30–Apr. 26, 1940	8,167	125,366	6,612	100,687	1,471,226	14.61
Week ended:						
Apr. 5	2,013	32,829	1,740	26,642	392,468	14.73
Apr. 12	1,477	32,533	1,346	27,018	394,540	14.60
Apr. 19	1,776	31,148	1,999	23,913	347,361	14.53
Apr. 26	2,901	28,856	1,527	23,114	336,857	14.57
Weekly averages:						
Period ended Sept. 1, 1939[1]	8,965	26,151	8,158	12,838	191,372	14.91
Sept. 2–29	2,457	27,961	3,735	21,737	317,349	14.60
Sept. 30–Oct. 27	2,223	21,223	2,061	15,658	233,302	14.90
Oct. 28–Dec. 1	4,253	20,412	2,759	14,175	217,466	15.34
Dec. 2–29	5,284	28,447	4,964	18,783	284,493	15.15
Dec. 30, 1939–Feb. 2, 1940	3,780	36,357	4,516	26,803	403,214	15.04
Feb. 3–Mar. 1	2,279	34,488	2,415	27,950	422,607	15.12
Mar. 2–29	1,603	35,082	2,130	28,833	428,538	14.86
Mar. 30–Apr. 26	2,042	31,342	1,653	25,172	367,807	14.61

[1] Number of weeks used to obtain weekly averages for period ended Sept. 1, 1939, is as follows: for applications, 11 (June 16–Sept. 1); for claims and certificates of waiting-period credit, 9 (July 1–Sept. 1); for benefit payments, 7 (July 16–Sept. 1).

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—*Railroad unemployment insurance: Average benefit payment, average daily benefit amount, and average number of compensable days of unemployment for benefit certifications, July 1939–April 1940*[1]

Period	All certifications			Certifications with 8 compensable days			Certifications with 1–7 compensable days		
	Average benefit payment	Average daily benefit amount	Average number of compensable days	Percent of total certifications	Average benefit payment	Average daily benefit amount	Average benefit payment	Average daily benefit amount	Average number of compensable days
July 16–Sept 1	$14.91	$2.31	6.45	57.7	$18.49	$2.31	$9.97	$2.31	4.32
Sept. 2–Sept. 29	14.60	2.31	6.30	55.9	18.51	2.31	9.50	2.30	4.13
Sept. 30–Oct. 27	14.90	2.29	6.48	58.5	18.31	2.29	9.92	2.29	4.34
Oct. 28–Dec. 1	15.34	2.26	6.72	63.2	18.15	2.27	10.19	2.25	4.51
Dec. 2–Dec. 29	15.15	2.23	6.82	65.5	17.76	2.22	10.35	2.26	4.58
Dec. 30–Feb. 2	15.04	2.23	6.80	64.8	17.76	2.22	10.35	2.26	4.58
Feb. 3–Mar. 1	15.12	2.23	6.84	65.7	17.75	2.22	10.40	2.26	4.60
Mar. 2–Mar. 29	14.86	2.24	6.71	63.4	17.68	2.21	10.19	2.28	4.47
Mar. 30–Apr. 26	14.61	2.24	6.59	59.9	17.76	2.22	10.19	2.28	4.47
Week ended:									
Apr. 5	14.73	2.25	6.61	62.3	17.76	2.22	9.89	2.29	4.32
Apr. 12	14.60	2.25	6.57	58.4	17.84	2.23	10.42	2.29	4.55
Apr. 19	14.53	2.24	6.61	60.3	17.76	2.22	10.15	2.26	4.49
Apr. 26	14.57	2.24	6.56	58.6	17.76	2.22	10.19	2.26	4.51

[1] All data except average benefit payment for all certifications are based on 20-percent sample of benefit certifications for each day in each regional office.

Table 3.—*Railroad unemployment insurance: Number and amount of benefit payments certified, by State of residence of beneficiary, Mar. 30–Apr. 26, 1940* [1]

State	Number	Amount
Total	100,687	$1,471,226
Alabama	903	13,169
Arizona	221	3,420
Arkansas	1,596	23,926
California	4,437	70,869
Colorado	2,831	41,588
Connecticut	507	7,582
Delaware	115	1,635
District of Columbia	90	1,264
Florida	673	9,004
Georgia	743	10,451
Idaho	989	15,345
Illinois	7,826	112,741
Indiana	3,503	51,923
Iowa	3,704	52,776
Kansas	3,694	53,448
Kentucky	1,415	19,798
Louisiana	1,215	15,265
Maine	979	13,339
Maryland	592	8,239
Massachusetts	1,144	17,361
Michigan	2,419	35,615
Minnesota	5,666	84,439
Mississippi	647	9,177
Missouri	4,477	66,962
Montana	1,476	21,849
Nebraska	3,177	46,918
Nevada	462	7,136
New Hampshire	251	3,601
New Jersey	1,847	26,749
New Mexico	673	10,912
New York	7,901	115,083
North Carolina	828	12,447
North Dakota	1,581	22,692
Ohio	6,013	87,567
Oklahoma	1,260	19,487
Oregon	989	14,493
Pennsylvania	7,403	96,448
Rhode Island	130	2,106
South Carolina	391	6,058
South Dakota	838	11,725
Tennessee	1,109	15,250
Texas	3,453	50,654
Utah	1,395	22,556
Vermont	286	4,493
Virginia	763	10,521
Washington	1,827	27,180
West Virginia	944	13,740
Wisconsin	3,508	53,412
Wyoming	1,300	20,561
Outside continental United States	496	7,352

[1] Based on 20-percent sample of benefit certifications for each day in each regional office.

ceived in April at an average weekly rate of over 2,000 as compared with weekly receipts of about 1,600 in March. Here again averages may be misleading, since the figures week by week show no change from March except for a large increase in the last week in April.

An unmistakable decline occurred in April in the volume of certifications both for waiting-period credit and for benefit payment. The weekly average of certificates of waiting-period credit issued was reduced from 2,130 in March to 1,653 in April, and the average number of benefit certifications per week dropped from over 28,800 to about 25,200. Apart from the decline in the number of claims, these decreases are attributable to a reduction in the proportion of effective claims, that is, claims containing registrations with respect to 8 or more days of unemployment in the half month.

The decline in benefit certifications was considerably more pronounced for initial certifications in the benefit year than for certifications for the second and subsequent benefit payments. The number of initial benefit certifications in the 4-week period ended April 26 was 5,808 as contrasted with 9,069 in the 4-week period ended March 29. At the same time a substantial increase from 3,641 in March to 5,053 in April occurred in the number of final benefit certifications, as the result of exhaustion of benefit rights for the current year. Since the volume of initial certifications in April did not substantially exceed the number of final certifications, the number of current benefit accounts on April 26 was practically the same as on March 29, the corresponding figures being 128,727 and 127,989.

The amount of benefits certified in April was nearly $1.5 million. The average per certification applying to a 15-day period with 8 or more days of unemployment was $14.61, a drop of 1.7 percent from the March average. As shown in table 1, based on a 20-percent sample, the fall in the average is due primarily to a decline in the proportion of beneficiaries with 8 compensable days in the half month; the proportion decreased from 63.4 percent in March to 59.9 percent in April. This change is consistent with the increase in the proportion of claims showing 7 or fewer days of unemployment in the half month, mentioned above. There was no change in the average number of compensable days or the average daily benefit amount for the certifications with 1 to 7 compensable days, and the slight upward change in the average daily benefit amount for claims with 8 compensable days would serve to increase rather than decrease the average benefit payment.

In table 3 the number of benefit certifications and the amount of benefits for the 4 weeks ended April 26 are shown by the State of residence of the beneficiary. The figures are calculated from a 20-percent sample of certifications.

PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

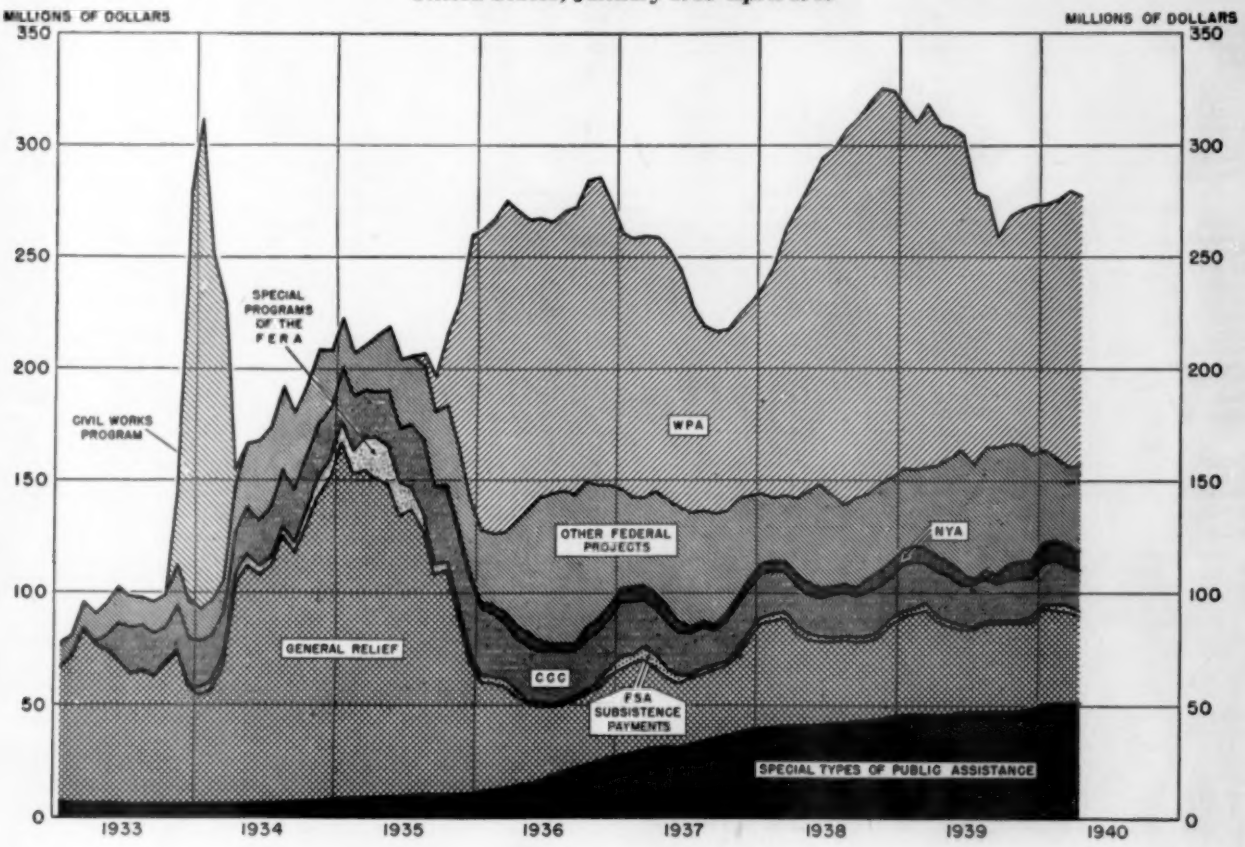
STATISTICS FOR THE UNITED STATES, APRIL 1940

From March to April the total sum expended in the continental United States for payments to recipients of public assistance and earnings of persons employed under Federal work programs declined 0.4 percent to $279.5 million. The data on expenditures exclude all costs of administering the various programs and of materials, equipment, and supplies required for the operation of work projects. For April it is estimated that total payments for assistance and earnings benefited 6.2 million households in which there were 17.9 million persons. Compared with the estimates for March, these figures represent decreases of 2.9 percent in the number of households and 3.8 percent in the number of persons.

The slight decline in total assistance and earnings in April reflects, for the most part, the influence of reductions in the total amount earned by persons employed on projects of the Work Projects Administration and in aggregate expenditures for general relief. Total earnings on WPA projects declined 3.6 percent to $119.9 million, and the average weekly number of persons employed on such projects decreased 7.4 percent to 2.1 million. April expenditures for general relief payments totaled $37.8 million, or 6.0 percent less than the total of such payments in the preceding month.

Total earnings under the out-of-school work program of the National Youth Administration and the amount of subsistence payments certified by the Farm Security Administration were also

Chart I.—*Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–April 1940*



smaller in April. The amount earned under the out-of-school work program of the NYA declined 5.4 percent, and the total number of persons employed decreased 4.5 percent. Subsistence payments certified by the FSA were 10.9 percent below the March level, but such payments comprise an extremely small share of total assistance and earnings.

The total amount earned by persons employed on Federal work and construction projects other than those of the WPA, NYA, and CCC moved upward for the first time since September of last year. Aggregate earnings on such projects increased 15.6 percent to $40.4 million, and the average weekly number of persons employed rose 11.1 percent. Increases of 3.3 percent in the total amount earned by persons enrolled in the CCC and 3.0 percent in the average number of enrollees reflect the influence of a new enrollment in the first month of the quarter. April earnings of enrollees amounted to $18.1 million. Under the student work program of the NYA, total earnings and the total number of persons employed were 3.1 and 1.7 percent higher, respectively, than in

Table 1.—*Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1938–April 1940* [1]

[In thousands]

Year and month	Total	Obligations incurred [2] for—		Subsistence payments certified by the Farm Security Administration [4]	Earnings of persons employed under Federal work programs [5]				
		Special types of public assistance [3]	General relief		Civilian Conservation Corps [6]	National Youth Administration [7]		Work Projects Administration [8]	Other Federal work and construction projects [9]
						Student work program	Out-of-school work program		
1938 total	$3,487,182	$508,980	$476,202	$22,587	$230,318	$19,598	$41,560	$1,750,836	$437,101
January	237,244	40,103	46,404	2,204	19,940	1,996	2,552	93,060	30,985
February	245,819	40,573	47,207	2,473	19,461	2,166	2,688	103,092	28,159
March	263,215	41,284	47,471	2,577	18,336	2,203	2,739	119,693	28,912
April	273,945	41,478	41,113	2,325	18,311	2,255	2,766	131,419	34,278
May	283,620	41,740	37,337	2,156	18,014	2,406	3,075	137,916	40,976
June	294,349	41,825	36,747	1,756	17,174	1,550	3,585	146,068	45,644
July	298,990	42,422	35,999	1,291	19,848	----------	3,701	155,709	40,020
August	307,208	42,815	36,244	1,117	20,334	6	3,903	167,999	34,790
September	312,263	43,264	35,406	1,231	18,767	211	3,930	169,659	39,795
October	320,295	43,762	34,934	1,492	20,367	1,980	4,028	176,100	37,632
November	325,585	44,368	36,476	1,703	20,514	2,408	4,193	177,229	38,694
December	324,651	45,347	40,865	2,262	19,252	2,417	4,400	172,892	37,216
1939 total	3,494,496	565,860	481,732	19,050	230,513	22,707	51,538	1,565,224	557,872
January	316,273	45,897	43,701	2,391	20,642	2,266	4,347	160,606	36,423
February	310,087	46,191	45,028	2,327	20,689	2,457	4,472	154,765	34,158
March	318,468	46,369	46,567	2,492	18,103	2,446	4,451	162,596	35,424
April	309,348	46,201	41,277	2,242	19,974	2,494	4,318	152,457	40,385
May	308,041	46,161	39,237	1,687	20,432	2,494	4,286	147,979	45,765
June	304,526	47,080	37,052	1,284	18,637	1,935	3,993	140,597	53,948
July	279,112	47,518	36,264	828	19,317	[10]	2,561	122,112	50,512
August	276,548	47,756	38,234	1,211	19,372	5	4,145	111,593	54,232
September	258,231	47,937	38,647	846	17,097	306	4,222	93,050	56,126
October	268,559	47,898	38,699	876	19,308	2,390	4,437	101,986	52,965
November	271,760	48,259	38,277	1,156	19,321	2,952	4,864	105,589	51,342
December	273,541	48,592	38,728	1,710	17,621	2,962	5,442	111,894	46,592
1940									
January	270,509	50,678	42,598	1,992	19,426	2,852	5,816	109,757	37,390
February	274,068	51,183	41,489	2,309	19,605	3,100	6,140	115,035	35,207
March	280,499	51,227	40,213	2,805	17,479	3,261	6,251	124,356	34,907
April	279,469	51,579	37,805	2,500	18,051	3,361	5,911	119,910	40,352

[1] See the *Bulletin*, February 1940, pp. 52–53, for information for 1933–37. Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision.

[2] Beginning January 1940, include cost of hospitalization and burials.

[3] Payments to recipients from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board, and from State and local funds for programs administered under State laws without Federal participation.

[4] Figures from the FSA; represent net amount of emergency grant vouchers certified to cases and value of commodities purchased by the FSA and distributed during month.

[5] Figures include earnings of persons certified as in need of relief and earnings of all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

[6] Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of $70 for each month through June 1939, $67 for July–October, and $66.25 for subsequent months. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

[7] Figures for January 1938—June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent earnings during all pay-roll periods ended during month.

[8] Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA and, for July 1938 and subsequent months, earnings of persons employed on Federal agency projects financed by transfer of WPA funds; cover all pay-roll periods ended during month.

[9] Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

[10] Less than $500.

March. Total obligations incurred for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind increased 0.7 percent to $51.6 million.

Of the total sum spent for assistance and earnings in April, earnings on WPA projects accounted for the largest share—42.9 percent. Obligations incurred for the special types of public assistance represented 18.5 percent of the total, earnings on other Federal work and construction projects 14.4 percent, and general relief payments 13.5 percent. The remaining types of assistance and earnings comprised 10.7 percent of the total.

The total amount expended for assistance and earnings in April 1940 was 9.7 percent smaller than the amount spent in the same month of 1939. Most of the impetus to this decline was supplied by a decrease of 21.3 percent in the total amount earned by persons employed on WPA projects, but expenditures for general relief, earnings of CCC enrollees, and earnings on other Federal work and construction projects had also declined. Larger sums were spent in April of this

Table 2.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1938–April 1940* [1]

[In thousands]

Year and month	Estimated unduplicated total [2]		Recipients of special types of public assistance [3]				Cases receiving general relief [4]	Cases for which subsistence payments were certified by the Farm Security Administration [5]	Persons employed under Federal work programs [6]				
				Aid to dependent children						National Youth Administration [8]			
	Households	Persons in these households	Old-age assistance	Families	Children	Aid to the blind			Civilian Conservation Corps [7]	Student work program	Out-of-school work program	Work Projects Administration [9]	Other Federal work and construction projects [10]
1938													
January	5,771	17,506	1,600	234	578	57	1,893	108	285	310	146	1,801	334
February	6,089	18,638	1,623	241	595	59	1,996	119	278	320	152	2,001	316
March	6,480	19,967	1,646	247	610	60	1,994	126	262	327	155	2,319	337
April	6,578	20,357	1,662	252	622	60	1,815	117	262	334	159	2,538	391
May	6,686	20,685	1,677	256	630	62	1,696	112	257	329	179	2,638	487
June	6,684	20,774	1,657	258	638	62	1,648	93	245	219	209	2,741	541
July	6,637	20,685	1,707	260	640	63	1,610	70	284	----	215	2,996	460
August	6,772	21,192	1,716	265	651	64	1,581	62	290	2	219	3,122	338
September	6,812	21,217	1,731	268	659	65	1,526	69	268	49	221	3,209	365
October	7,076	21,760	1,746	271	664	65	1,497	79	291	322	220	3,282	377
November	7,162	21,984	1,762	274	672	66	1,518	89	293	364	230	3,330	377
December	7,156	21,892	1,776	280	684	67	1,631	115	275	372	240	3,156	369
1939													
January	7,131	21,740	1,787	287	700	67	1,772	126	295	372	237	3,016	352
February	7,170	21,759	1,799	296	717	67	1,844	123	296	382	242	2,990	342
March	7,177	21,739	1,813	298	720	67	1,851	127	259	380	236	3,004	350
April	6,987	20,986	1,830	296	714	68	1,724	114	285	384	228	2,786	392
May	6,806	20,233	1,832	299	721	68	1,644	87	292	372	225	2,638	439
June	6,605	19,487	1,842	311	748	68	1,568	60	306	280	214	2,570	488
July	6,251	18,468	1,858	312	750	69	1,540	46	288	(11)	207	2,279	491
August	6,032	17,627	1,871	312	750	69	1,583	72	289	1	211	1,967	496
September	5,767	16,492	1,884	313	752	69	1,671	50	255	70	225	1,715	492
October	5,999	16,969	1,894	313	752	69	1,633	50	288	362	238	1,867	475
November	6,098	17,283	1,903	313	752	69	1,565	65	292	423	261	1,946	432
December	6,183	17,695	1,908	315	759	70	1,564	97	266	434	296	2,109	403
1940													
January	6,378	18,436	1,924	325	783	70	1,689	107	293	437	322	2,136	319
February	6,451	18,716	1,929	327	792	70	1,687	115	296	454	336	2,293	295
March	6,431	18,638	1,935	334	804	71	1,636	119	264	472	335	2,294	306
April	6,246	17,937	1,944	339	814	71	1,546	86	272	480	320	2,125	340

[1] See the *Bulletin*, February 1940, pp. 54–55, for information for 1933–37. Figures exclude administrative employees. Figures are partly estimated and subject to revision.

[2] Estimated by the Work Projects Administration and the Social Security Board.

[3] Includes recipients assisted from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board, and from State and local funds for programs administered under State laws without Federal participation. Beginning January 1940, includes cases receiving hospitalization and/or burial only.

[4] Beginning January 1940, includes cases receiving hospitalization and/or burial only.

[5] Figures from the FSA; represent net number of emergency grant vouchers certified to cases and number of cases receiving commodities purchased by the FSA and distributed during month. Ordinarily only 1 grant voucher per case is certified per month.

[6] Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

[7] Figures are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

[8] Figures for January 1938–June 1939 from the WPA, Division of Statistics, for subsequent months from the NYA; represent number of different persons employed during month.

[9] Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects operated by the WPA and, for July 1938 and subsequent months, persons employed on Federal agency projects financed by transfer of WPA funds.

[10] Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

[11] Less than 500 persons.

year for the special types of public assistance, earnings under each of the work programs of the NYA, and subsistence payments of the FSA.

Fluctuations in total income payments in the continental United States during the period January 1929–April 1940 are shown in chart II. This chart indicates the relative importance of different types of income payments, including those for direct relief and work relief.

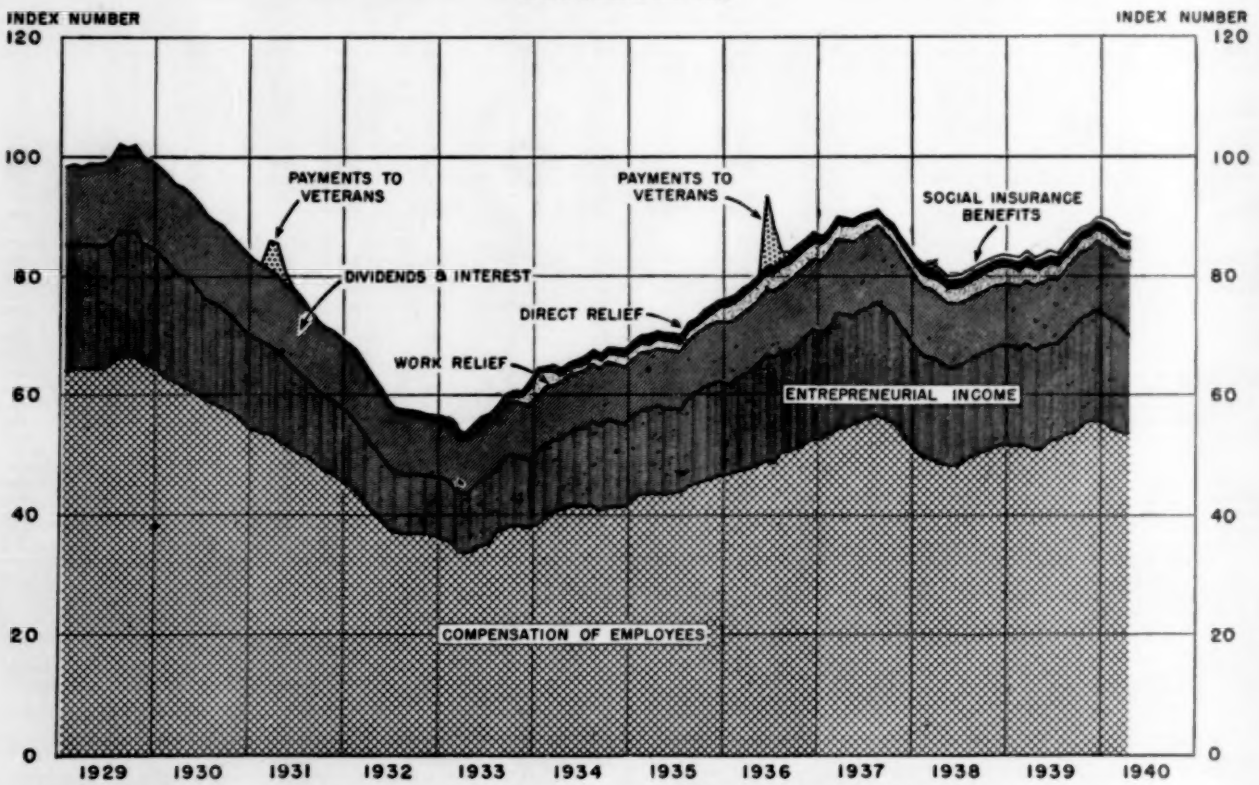
General Relief

In April an estimated number of 1.5 million general relief cases in the continental United States received assistance payments amounting to $37.8 million. These aggregate figures, which include estimates for six States, are the smallest monthly totals since July of last year. General relief payments are made from State and/or local funds without Federal financial participation; they include assistance in cash and in kind and expenditures for providing medical care, hospitalization, and burials to recipients. Excluded from the data on payments are all costs of administering general relief and of special programs financed with general relief funds. Under general relief programs the case may be a family, a group of unrelated persons living together as an economic unit, or an individual.

In the group of 42 States reporting completely for both March and April, the total number of cases aided decreased 5.2 percent, and the total amount of payments declined 5.9 percent. Fewer cases were assisted in April than in March in 32 of these States, and total expenditures for assistance were lower in 31 States. The number of cases receiving assistance decreased more than 10 percent in California, Mississippi, Missouri, Ohio, Texas, Washington, and Wyoming. Reductions of more than 10 percent in the total amount of payments occurred in Delaware, Iowa, Maryland, Minnesota, Mississippi, Missouri, Ohio, Utah, Washington, and Wyoming. Washington reported the largest relative declines in both cases

Chart II.—*Index of income payments in the continental United States, January 1929–April 1940* [1]

[Average month 1929=100]



[1] Compensation of employees, entrepreneurial income, and dividends and interest adjusted for seasonal variation.

Source: U. S. Department of Commerce, National Income Division.

and payments—32.2 and 28.8 percent, respectively.

Of the 11 States in which larger sums were expended for general relief in April, only Georgia and New Mexico reported upward changes of more than 10 percent. The largest relative increase in the number of cases—9.2 percent—occurred in Nevada.

Comparable data on total payments in April 1939 and April 1940 are available for 37 States.

Table 3.—*General relief in the continental United States, by States, April 1940* [1]

[Data reported by State agencies, corrected to May 25, 1940]

State	Number of cases receiving relief	Amount of obligations incurred for relief [2]	Average amount per case	Percentage change from—			
				March 1940 in—		April 1939 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States [3]	1,546,000	$37,805,000					
Total for 43 States reporting adequate data	1,496,531	37,045,336	$24.75	[4]—5.2	[4]—5.9		
Alabama	2,435	24,183	9.93	+1.8	+4.1	+11.8	+24.3
Arizona	3,251	47,099	14.49	+3.7	+2.7	+15.7	+34.2
Arkansas	3,698	18,033	4.88	+1.8	+3.0	−3.7	−2.2
California	[5] 130,589	[5] 3,621,718	27.73	−11.6	−.2	−4.8	−12.4
Colorado	13,408	216,433	16.14	−6.6	−7.1	−6.4	−4.0
Connecticut	21,065	608,684	28.90	−3.2	−5.7	[6]	[6]
Delaware	1,777	31,905	17.95	−5.7	−22.0	−14.6	−20.8
District of Columbia	2,278	58,654	25.75	−3.6	−5.9	+29.1	+22.4
Florida	8,937	63,561	7.11	+1.7	+2.7	+19.1	+23.4
Georgia	6,979	42,303	6.06	−1.4	+13.0	+8.2	+7.0
Idaho	2,354	34,281	14.56	+.2	+1.2	+5.6	+14.5
Illinois	153,612	3,965,288	25.81	−3.7	−4.8	−20.2	−14.4
Indiana	48,809	691,454	14.17	−5.0	−9.4	[6]	[6]
Iowa	32,356	595,985	18.42	−8.3	−14.4	[6]	[6]
Kansas	21,893	346,720	15.84	[7]	[7]	[7]	[7]
Louisiana	9,662	141,523	14.65	−3.6	−5.2	+20.1	+35.7
Maine	11,692	310,675	26.57	−1.8	−2.5	[6]	+.7
Maryland	9,496	199,938	21.05	−6.0	−13.6	−13.8	−18.5
Massachusetts	72,613	2,024,486	27.88	−.3	−3.1	[6]	+2.9
Michigan	68,583	1,457,588	21.25	−3.9	−7.5	−13.5	−11.9
Minnesota	42,403	960,984	22.66	−3.7	−11.2	−7.5	−14.7
Mississippi	1,200	8,368	6.97	−15.0	−11.2	[6]	[6]
Missouri	25,931	299,674	12.52	−10.9	−17.4	−38.7	−32.0
Montana	5,260	93,936	17.86	+2.1	+1.2	[6]	−15.4
Nebraska	10,847	152,187	14.03	−5.2	−5.3	+5.6	+11.1
Nevada	864	16,578	19.19	+9.2	+7.4	+22.6	+19.3
New Jersey	51,552	1,239,135	24.04	−6.3	−9.6	−28.8	−25.3
New Mexico	2,242	20,614	9.19	+5.5	+18.8	[6]	[6]
New York	273,185	9,767,889	35.76	−1.7	−3.6	−8.6	−10.0
North Carolina	6,811	41,235	6.05	−4.2	−5.1	+11.2	+18.5
North Dakota	5,613	100,339	17.88	+7.1	+3.5	−4.7	−7.6
Ohio	[8] 100,609	[8] 1,652,484	16.42	−15.7	−13.7	+11.8	+4.9
Oregon	11,933	190,401	15.96	−4.3	−3.7	−3.3	−5.6
Pennsylvania	217,251	[8] 5,984,133	27.54	−1.6	−8.0	−20.7	−20.0
South Carolina	2,031	18,326	9.02	+3.0	+3.8	−24.6	−26.8
Texas	12,589	101,485	8.06	−11.0	−6.1	−15.9	−23.9
Utah	5,573	111,703	20.04	−9.2	−20.0	+8.6	+10.4
Vermont	3,123	68,574	21.96	−.4	−5.5	−5.8	−1.4
Virginia	8,919	93,347	10.47	−6.7	−4.0	−11.5	−5.8
Washington	[9] 14,571	[9] 203,914	13.99	−32.2	−28.8	−16.0	+18.6
West Virginia	16,986	191,889	11.30	−2.4	−1.3	−13.5	−8.5
Wisconsin	51,865	1,195,037	23.04	−.3	−2.4	[6]	+11.7
Wyoming	1,686	32,593	19.33	−11.7	−10.6	−23.4	−27.3
Total for 6 States for which figures are estimated [10]	49,600	760,000					
Kentucky	5,600	53,000					
New Hampshire	7,900	189,000					
Oklahoma	13,300	70,000					
Rhode Island	11,600	310,000					
South Dakota	6,200	108,000					
Tennessee	5,000	30,000					

[1] These data differ from those published prior to January 1940, because they include cases receiving hospitalization and/or burial only and total obligations incurred for these services, in addition to cases receiving money payments, assistance in kind, and medical care, and obligations incurred for such assistance.

[2] From State and local funds. Excludes cost of administration; of materials, equipment, and other items incident to operation of work-relief programs; and of special programs.

[3] Partly estimated.

[4] Percentage change for 41 States and the District of Columbia; does not include Kansas.

[5] Does not include payments for hospitalization and burials amounting to $20,184, because number of cases receiving these services only is not available.

[6] Not computed, because comparable data are not available.

[7] Not computed, because of change in reporting procedure.

[8] Does not include payments for medical care amounting to $64,337, because number of cases receiving this service only is not available.

[9] Does not include payments for medical care, hospitalization, and burials amounting to $40,274, because number of cases receiving these services only is not available.

[10] Estimated by the Social Security Board for all States except New Hampshire, South Dakota, and Tennessee, for which estimates were made by State agencies.

In a number of these States there had been marked changes in the total amounts expended for relief. Total obligations were smaller in April 1940 in 21 States, with the declines ranging from 1.4 to 32.0 percent; decreases of 20 percent or more were recorded for Delaware, Missouri, New Jersey, Pennsylvania, South Carolina, Texas, and Wyoming. In the 16 States with larger total expenditures in April of this year, the increases ranged from 0.7 to 35.7 percent; in Alabama, Arizona, the District of Columbia, Florida, and Louisiana, total payments were more than 20 percent above the April 1939 levels.

Special Types of Public Assistance

In April a total of $51.7 million was expended for payments to recipients of old-age assistance, aid to dependent children, and aid to the blind in the 48 States, the District of Columbia, Alaska, and Hawaii. This aggregate amount includes payments made under State plans approved by the Social Security Board and payments made under State laws without Federal financial participation. All costs of administering the programs are excluded from the data on payments.

From March to April the total amount of obligations incurred for the special types of public assistance in all jurisdictions increased less than 1 percent, but, compared with the total expenditure in the same month of last year, aggregate payments in April 1940 were greater by $5.0 million or 10.7 percent. The largest relative expansion from April 1939 occurred in total payments for aid to dependent children, which totaled 17.7 percent more than in the same month a year earlier. Total obligations for old-age assistance were 9.1 percent greater in April 1940, and total expenditures for aid to the blind amounted to 5.2 percent more.

Table 4.—*Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938–April 1940* [1]

[Data reported by State agencies, corrected to May 15, 1940]

Year and month	Number of recipients				Amount of obligations incurred for payments to recipients [2]			
	Old-age assistance	Aid to dependent children [3]		Aid to the blind	Total	Old-age assistance	Aid to dependent children [3]	Aid to the blind
		Families	Children					
1938 total					$494,797,218	$390,402,054	$93,427,924	$10,967,240
January	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February	1,625,539	224,737	557,613	35,149	39,510,592	31,443,867	7,222,287	844,488
March	1,648,306	231,001	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060
April	1,664,541	236,241	585,190	37,218	40,522,133	32,115,423	7,530,714	875,996
May	1,680,051	240,079	594,024	38,131	40,787,565	32,364,745	7,540,168	882,652
June	1,659,295	243,422	603,335	38,783	40,872,494	32,323,431	7,644,607	904,456
July	1,709,812	244,712	606,164	39,596	41,475,321	32,875,578	7,671,460	928,283
August	1,719,124	251,743	620,181	40,195	41,886,379	32,965,264	7,978,814	942,301
September	1,733,999	254,839	628,755	41,002	42,336,545	33,309,172	8,071,316	956,057
October	1,638,457	257,415	633,703	41,449	40,287,138	31,131,171	8,188,402	967,565
November	1,764,569	261,115	641,681	42,256	43,438,019	34,031,996	8,422,218	983,805
December	1,779,292	266,222	654,260	42,938	44,413,358	34,792,347	8,618,854	1,002,157
1939 total					534,771,850	431,130,053	111,191,000	12,450,797
January	1,790,055	273,688	670,046	43,355	44,969,281	35,058,634	8,900,364	1,010,283
February	1,802,296	282,108	686,532	43,740	45,260,698	35,173,297	9,067,631	1,019,770
March	1,815,913	284,262	689,946	43,968	45,440,042	35,242,039	9,173,347	1,024,656
April	1,832,586	282,009	683,888	44,240	45,281,113	35,354,391	8,899,963	1,026,759
May	1,835,246	285,692	691,663	44,161	45,244,848	35,253,819	8,968,947	1,022,082
June	1,845,040	297,344	717,990	44,579	46,166,438	35,852,758	9,278,766	1,034,914
July	1,860,550	298,627	720,135	44,897	46,601,353	36,240,775	9,325,066	1,035,512
August	1,874,090	298,915	720,461	45,255	46,824,079	36,431,580	9,349,310	1,043,189
September	1,887,459	299,707	722,217	45,308	47,014,370	36,565,702	9,402,706	1,045,962
October	1,896,535	300,025	722,040	45,444	46,971,749	36,390,582	9,528,651	1,052,516
November	1,905,968	299,995	722,968	45,608	47,334,810	36,681,658	9,590,850	1,062,302
December	1,911,330	301,823	730,195	45,861	47,663,069	36,884,818	9,705,399	1,072,852
1940								
January	1,926,854	311,845	753,845	46,100	49,745,865	38,582,722	10,079,385	1,083,758
February	1,932,465	315,863	763,308	46,320	50,257,677	38,953,312	10,214,433	1,089,932
March	1,938,358	320,683	774,592	46,547	50,302,226	38,785,013	10,420,444	1,096,769
April	1,947,209	325,432	784,912	46,885	50,656,067	39,002,967	10,547,738	1,105,362

[1] See the *Bulletin*, July 1939, p. 52, for information for February 1936–December 1937. Figures include recipients assisted from Federal, State, and local funds for programs administered under State plans approved by the Social Security Board and recipients assisted from State and local funds only for programs under State laws without Federal participation administered concurrently with a similar program under an approved plan.

[2] Includes estimates for Hawaii for January–May 1938.

[3] From Federal, State, and local funds; excludes cost of administration and, prior to January 1940, of hospitalization and burials.

All but about 2 percent of the total amount of obligations incurred for the special types of public assistance in April was spent in States administering these types of assistance under the Social Security Act. Old-age assistance is administered under approved plans in all 51 jurisdictions eligible for Federal grants. Aid to dependent children is administered under the Social Security Act in 42 jurisdictions, and aid to the blind in 43 jurisdictions. In April a total of $50.7 million was expended for assistance in States with plans approved by the Social Security Board. Of this amount, $39.0 million was paid to 1.9 million aged persons, $10.5 million was received by 325,000 families in behalf of 785,000 dependent children, and $1.1 million was paid to 46,900 recipients of aid to the blind.

In April slightly more than $1 million was spent for payments to blind persons and to families with dependent children in States in which these groups are aided without financial participation by the Federal Government. In Illinois, Missouri, Nevada, and Pennsylvania 24,100 blind persons received payments amounting to $682,000. In Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, and Texas $340,000 was paid to 14,300 families for the assistance of 32,800 dependent children.

Old-Age Assistance

The total number of recipients of old-age assistance in the 51 jurisdictions with plans approved by the Social Security Board was 0.5 percent higher in April than in March, and the total amount of obligations incurred for payments to these recipients was 0.6 percent higher. Small percentage changes both in the number aided and in total payments were recorded for practically all States.

In New Hampshire the expansion evident during the first 3 months of the year was continued in April with increases of 2.8 percent in the number on the rolls and 3.9 percent in expenditures for assistance. The minimum age required for eligibility for old-age assistance in New Hampshire was reduced from 70 to 65 years at the beginning of 1940. New Mexico reported upward changes of 2.2 percent in the number of recipients and 4.0 percent in total payments. In Texas the number assisted declined slightly from March to April, but total obligations rose 2.9 percent.

Although the number of persons aided in Nebraska was practically unchanged, the total amount expended for assistance decreased 12.7 percent. In Nebraska, April payments to recipients of old-age assistance represented less than the full amounts of individual budget deficits, whereas payments for March had supplied these amounts in full. In Connecticut and Colorado total expenditures for assistance were 3.0 and 2.8 percent lower, respectively, than in March, while the number receiving assistance changed only slightly in both States.

All 51 jurisdictions making payments under plans approved by the Social Security Board in April 1940 also made payments under the Social Security Act in April 1939. In April of this year the total number of recipients was 6.2 percent larger than a year earlier, and the total amount of obligations incurred was 9.1 percent greater. In Alabama, Alaska, California, Louisiana, Maine, New Mexico, Pennsylvania, Tennessee, and Virginia the percentage increases in total expenditures for assistance were more than twice as large as that for all States as a group. Despite the general upward movement in total payments, a number of States spent substantially smaller sums in April of this year. In Florida, Georgia, South Carolina, and Texas the declines from April 1939 levels of expenditure were between 18.8 and 29.1 percent

Aid to Dependent Children

From March to April the total numbers of families and children receiving aid to dependent children in the 42 jurisdictions with approved plans increased 1.5 and 1.3 percent, respectively, and the total amount of payments to these recipients moved upward 1.2 percent. Only a few States reported sizable percentage changes in the numbers aided and total obligations incurred for assistance.

The program for aid to dependent children in Virginia continued to expand at a substantial rate in April; the number of families assisted increased 7.3 percent, the number of children 6.6 percent, and total payments 6.0 percent. In Missouri upward changes of 4.5 percent in the number of families and 5.4 percent in the number of children were accompanied by a rise of 8.2 percent in the amount expended for assistance. The numbers of families and children aided in New

Mexico were 5.6 and 4.8 percent higher, respectively, than in March, and total obligations were 6.8 percent greater.

In Pennsylvania the numbers of families and children on the rolls each increased 4.6 percent from March to April, and total payments to recipients increased 4.4 percent. The expansion in Pennsylvania reflects in large part the transfer of

Table 5.—*Old-age assistance in States with plans approved by the Social Security Board, by States, April 1940*

[Data reported by State agencies, corrected to May 15, 1940]

Social Security Board region and State	Number of recipients	Amount of obligations incurred for payments to recipients [1]	Average amount per recipient	Percentage change from— March 1940 in— Number of recipients	March 1940 in— Amount of obligations	April 1939 in— Number of recipients	April 1939 in— Amount of obligations	Number of recipients per 1,000 estimated population 65 years and over [2]
Total	1,947,209	$39,002,967	$20.03	+0.5	+0.6	+6.2	+9.1	[3] 245
Region I:								
Connecticut	16,977	456,121	26.87	(4)	−3.0	+9.8	+12.7	143
Maine	14,023	301,376	21.49	−.5	+1.0	+20.1	+22.1	163
Massachusetts	83,867	2,440,957	29.11	+.2	−.2	+7.9	+10.3	254
New Hampshire	5,463	118,957	21.78	+2.8	+3.9	+28.8	+15.1	105
Rhode Island	6,730	130,488	19.39	+.1	+.4	+6.2	+9.2	150
Vermont	5,565	92,415	16.61	+.1	+2.6	−3.5	+.7	143
Region II:								
New York	117,884	3,075,816	26.09	+1.1	+1.2	+6.5	+11.7	149
Region III:								
Delaware	2,625	29,347	11.18	+2.3	+2.3	−1.1	+.8	125
New Jersey	31,044	641,948	20.68	+.5	+.5	+8.6	+13.4	124
Pennsylvania	96,365	2,129,661	22.10	+2.1	+1.8	+13.5	+38.2	155
Region IV:								
District of Columbia	3,312	84,550	25.53	+.1	+.6	+1.2	(5)	79
Maryland	18,451	326,158	17.68	(4)	−.4	+4.0	+5.6	170
North Carolina	35,340	356,627	10.09	+.4	+.6	+9.1	+15.3	253
Virginia	16,976	165,916	9.77	+1.8	+1.9	+39.0	+41.0	112
West Virginia	17,411	231,275	13.28	+.8	+2.2	−3.3	−7.5	222
Region V:								
Kentucky	45,801	396,745	8.66	+1.4	+1.4	+1.8	+1.7	248
Michigan	74,154	1,258,150	16.97	−1.2	−1.5	−3.7	−4.1	254
Ohio	123,659	2,884,393	23.33	−.4	−.1	+10.9	+9.8	256
Region VI:								
Illinois	138,271	2,861,816	20.70	+.4	+1.2	+6.7	+15.1	276
Indiana	66,085	1,189,634	18.00	−.1	+.4	+7.3	+11.8	229
Wisconsin	50,904	1,137,362	22.34	+.8	+1.4	+11.5	+16.2	231
Region VII:								
Alabama	19,536	184,168	9.43	+2.1	+1.6	+19.6	+20.3	177
Florida	34,789	413,543	11.89	+.5	+1.1	−6.1	−19.3	366
Georgia	27,740	221,892	8.00	+1.2	+1.2	−24.2	−29.1	212
Mississippi	19,952	154,238	7.73	+.6	+1.1	+1.2	+8.4	233
South Carolina	19,331	155,478	8.04	+1.6	+2.3	−21.4	−18.8	312
Tennessee	40,117	404,084	10.07	−.4	−.4	+86.0	+41.7	307
Region VIII:								
Iowa	54,512	1,132,546	20.78	+.1	−.2	+5.9	+8.0	249
Minnesota	62,921	1,344,872	21.37	−.5	+2.1	−5.1	−3.0	323
Nebraska	27,423	451,020	16.45	+.1	−12.7	+1.7	+6.4	280
North Dakota	8,786	150,183	17.09	−.2	−.9	+9.3	+5.8	344
South Dakota	14,616	285,825	19.56	+.5	+1.0	−10.3	−7.6	348
Region IX:								
Arkansas	18,192	110,341	6.07	−.8	+.3	+9.0	+8.9	225
Kansas	26,640	542,980	20.38	(5)	(5)	(5)	(5)	229
Missouri	86,142	1,405,694	16.32	+1.7	+1.6	+15.0	+.6	276
Oklahoma	71,507	1,262,654	17.66	+.7	+.9	+8.8	−3.0	601
Region X:								
Louisiana	31,520	373,542	11.85	+.1	−.1	+6.3	+20.2	289
New Mexico	4,416	63,699	14.42	+2.2	+4.0	+14.3	+39.7	294
Texas	118,503	1,148,313	9.69	−.2	+2.9	+2.6	−29.1	416
Region XI:								
Arizona	7,996	221,344	27.68	+.9	+1.8	+12.8	+17.1	470
Colorado	[7] 40,673	[7] 1,209,026	29.73	+.5	−2.8	+5.4	+10.4	[7] 502
Idaho	8,840	192,767	21.81	+.4	+.9	+4.2	+6.6	331
Montana	12,175	219,482	18.03	−.4	−.4	−.5	+5.5	393
Utah	13,739	290,660	21.16	−.1	−.3	+1.2	+3.2	309
Wyoming	3,380	80,064	23.62	+.2	+.4	+8.1	+16.9	341
Region XII:								
California	138,796	5,275,548	38.01	+1.4	+1.4	+7.2	+25.5	302
Nevada	2,273	60,395	26.57	(5)	−.1	+4.7	+4.6	379
Oregon	19,705	421,049	21.37	−1.3	−1.2	+3.1	+3.3	235
Washington	38,941	857,835	22.03	−.2	−.5	−.3	−1.2	312
Territories:								
Alaska	1,404	39,367	28.04	+2.3	+2.1	+16.8	+19.2	351
Hawaii	1,728	20,646	11.95	+.1	−.2	−2.5	−8.2	177

[1] From Federal, State, and local funds; excludes cost of administration.

[2] Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

[3] Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

[4] Increase of less than 0.1 percent.

[5] Decrease of less than 0.1 percent.

[6] Not computed, because of change in reporting procedure.

[7] Includes $102,976 incurred for direct payments to 3,498 persons 60 but under 65 years of age, and $200 for burial payments to persons 60 but under 65. Rate per 1,000 excludes these recipients.

families formerly assisted under the State's general relief program. Total expenditures in Hawaii and Vermont were about 4 percent larger in April and the numbers of families and children about 3 percent higher. In addition, increases of about 3 percent in one or more items were recorded for Idaho, Michigan, New Hampshire, North Carolina, and West Virginia.

In Nebraska the numbers of families and children changed only slightly, but the total amount

Table 6.—*Aid to dependent children in States with plans approved by the Social Security Board, by States, April 1940*

[Data reported by State agencies, corrected to May 15, 1940]

Social Security Board region and State	Number of recipients		Amount of obligations incurred for payments to recipients [1]	Average amount per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 years [2]
					March 1940 in—			April 1939 in—			
					Number of recipients		Amount of obligations	Number of recipients		Amount of obligations	
	Families	Children			Families	Children		Families	Children		
Total	325,432	784,912	$10,547,738	$32.41	+1.5	+1.3	+1.2	+15.4	+14.8	+18.4	26
Region I:											
Maine	1,454	3,669	55,913	38.45	+1.5	+1.5	+1.9	+9.6	+8.3	+12.3	16
Massachusetts	11,900	[3] 30,111	695,936	58.48	+2.4	+1.9	−1.0	+17.9	+24.3	+16.1	[3] 27
New Hampshire	668	1,717	28,583	42.79	+2.6	+2.4	+3.3	+84.0	+79.4	+97.8	13
Rhode Island	1,180	3,179	54,222	45.95	+.1	−.2	[4]	+8.4	+8.5	+7.3	18
Vermont	535	1,566	17,401	32.53	+2.9	+3.4	+4.1	+17.3	+17.1	+34.4	15
Region II:											
New York	36,257	71,615	1,680,904	46.36	+.1	[5]	−.3	+.3	−.2	−4.2	23
Region III:											
Delaware	505	[3] 1,353	16,286	32.25	[6]	+1.7	−.3	+3.9	+16.9	+9.1	[3] 20
New Jersey	11,017	24,585	338,309	30.71	+.5	+1.1	+1.1	−3.3	−1.6	−.5	22
Pennsylvania	35,478	80,865	1,274,610	35.93	+4.6	+4.6	+4.4	+125.8	+117.5	+130.8	28
Region IV:											
District of Columbia	906	2,685	34,162	37.71	−.9	−1.6	−.8	−4.9	−6.9	−21.4	21
Maryland	7,482	20,124	234,660	31.36	−.1	−.3	−1.6	−5.6	−5.5	−5.2	45
North Carolina	9,028	22,774	148,295	16.43	+2.0	+1.2	+2.9	+11.8	+5.8	+18.3	18
Virginia	2,618	8,409	53,496	20.43	+7.3	+6.6	+6.0	+176.7	+161.4	+153.7	10
West Virginia	7,535	20,910	164,882	21.88	+1.2	+.7	+2.7	+11.4	+8.6	+14.8	33
Region V:											
Michigan	18,164	[3] 44,914	721,032	39.70	+2.4	+1.8	+3.1	+33.5	+43.7	+41.1	[3] 34
Ohio	9,992	[3] 27,879	385,911	38.62	+.1	−.1	−.4	−7.2	−9.5	−9.2	[3] 16
Region VI:											
Indiana	17,187	35,346	481,457	28.01	+.2	+.2	+.5	+5.7	+4.9	+7.8	38
Wisconsin	12,302	[7] 28,043	479,270	38.96	+.5	+.3	+.4	+8.9	+6.5	+11.0	[7] 31
Region VII:											
Alabama	5,778	16,844	81,778	14.15	+.8	[6]	−.1	+3.8	+2.1	+18.3	17
Florida	[3] 3,921	[3] 10,107	[3] 83,687	21.34	−1.0	−1.4	+.1	+9.0	+8.0	+12.4	21
Georgia	3,855	9,957	78,461	20.35	−.3	−.6	+.1	−18.2	−20.0	−20.0	10
South Carolina	2,958	8,887	47,489	16.05	−.5	−.6	−.8	−32.5	−31.0	−25.6	13
Tennessee	14,029	35,875	258,243	18.41	+1.2	+.8	+1.1	+44.3	+38.4	+44.5	39
Region VIII:											
Minnesota	8,745	[3] 20,961	305,830	34.97	+1.0	+.8	+1.0	+17.0	+12.6	+14.5	[3] 29
Nebraska	[8] 5,366	[8] 12,003	[8] 146,788	27.36	+.7	+.3	−12.7	+11.4	+11.2	+26.4	31
North Dakota	2,364	[3] 6,575	74,036	31.32	+2.2	+1.8	+1.6	+15.6	+15.8	+11.4	[3] 28
Region IX:											
Arkansas	4,181	11,215	34,056	8.15	+1.0	+.5	+1.0	+6.0	+4.3	+5.9	16
Kansas	6,334	14,604	192,289	30.36	[10]	[10]	[10]	[10]	[10]	[10]	29
Missouri	10,741	25,681	277,431	25.83	+4.5	+5.4	+8.2	+3.4	+4.5	+38.2	25
Oklahoma	17,959	41,280	258,706	14.41	+1.3	+1.2	+1.6	+12.6	+12.2	+13.5	50
Region X:											
Louisiana	12,766	35,772	302,131	23.67	+1.0	+.9	+.6	+19.3	+16.9	+33.2	53
New Mexico	1,849	5,313	46,962	25.40	+5.6	+4.8	+6.8	+14.1	+13.4	+37.4	36
Region XI:											
Arizona	2,500	6,953	80,655	32.26	+.3	+.5	+.3	+.4	−2.3	+.2	54
Colorado	5,618	13,972	172,071	30.63	+2.4	+2.0	+2.4	+18.4	+19.2	+20.4	47
Idaho	2,830	[9] 6,955	80,326	28.38	+1.7	+2.3	+2.6	+6.3	+10.9	+13.5	[3] 45
Montana	2,340	5,653	65,666	28.06	+.1	+.3	+.2	+8.1	+11.6	+29.8	37
Utah	3,242	7,896	114,559	35.34	+.2	+.2	+.7	+3.6	+4.2	+9.2	45
Wyoming	725	1,787	23,054	31.80	+.6	−.1	+.1	+8.2	+7.5	+11.0	26
Region XII:											
California	15,134	[3] 36,877	689,439	45.56	+1.1	+.9	+1.6	+12.5	+10.3	+21.9	[3] 27
Oregon	1,975	[11] 4,660	77,527	39.25	+1.3	+1.5	+1.4	+20.0	+28.4	+19.2	[11] 17
Washington	4,901	[12] 11,579	152,663	31.15	+.7	+1.0	+1.3	−12.4	−8.6	−6.5	[12] 27
Territory:											
Hawaii	1,113	3,762	38,562	34.65	+3.4	+2.8	+3.7	+12.5	+8.7	+11.3	28

[1] From Federal, State, and local funds; excludes cost of administration.

[2] Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

[3] Includes an unknown number of children 16 years of age and over.

[4] Decrease of less than 0.1 percent.

[5] Increase of less than 0.1 percent.

[6] No change.

[7] Includes approximately 2,860 children 16 years of age and over. Rate per 1,000 excludes these children.

[8] Includes aid to dependent children administered under State law without Federal participation.

[9] In addition, in 70 counties payments amounting to $15,778 were made from local funds without Federal participation to 900 families in behalf of 2,057 children under the State mothers'-pension law. Some families receiving aid from this source for April also received aid under State plan for aid to dependent children approved by the Social Security Board.

[10] Not computed, because of change in reporting procedure.

[11] Includes 502 children 16 years of age and over. Rate per 1,000 excludes these children.

[12] Includes 679 children 16 years of age and over. Rate per 1,000 excludes these children.

of obligations incurred dropped 12.7 percent. As in the program for old-age assistance in Nebraska, April payments to recipients supplied less than the full amounts of family budget deficits, whereas March payments were for the full amounts.

The 42 jurisdictions making payments under the Social Security Act in April 1940 also made payments under approved plans in April 1939. In April 1940 the total numbers of families and children assisted were 15.4 and 14.8 percent greater, respectively, than in the same month a year earlier, and the total amount spent for assistance was 18.4 percent larger. Total obligations had increased to a much greater extent in a number of the individual States. In Louisiana, Michigan, Missouri, Montana, New Hampshire, New Mexico, Pennsylvania, Tennessee, Vermont, and Virginia total payments were 30 percent or

Table 7.—*Aid to the blind in States with plans approved by the Social Security Board, by States, April 1940*

[Data reported by State agencies, corrected to May 15, 1940]

Social Security Board region and State	Number of recipients	Amount of obligations incurred for payments to recipients [1]	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population [2]
				March 1940 in—		April 1939 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total	46,885	$1,105,362	$23.58	+0.7	+0.8	[3] +6.0	[3] +7.1	48
Region I:								
Connecticut	[4] 239	[4] 5,824	24.37	+.8	−.5	+1.3	+16.7	14
Maine	1,231	28,085	22.81	+.6	+.5	−.7	−4.8	144
Massachusetts	1,179	27,246	23.11	+.6	+1.1	+3.4	+8.2	27
New Hampshire	325	7,674	23.61	+2.8	+5.1	+3.5	+5.0	64
Rhode Island	61	1,021	16.74	(5)	(5)	(5)	(5)	9
Vermont	151	3,173	21.01	−.7	−.1	−6.8	−1.1	39
Region II:								
New York	2,819	72,860	25.85	+.8	(7)	+6.6	+11.1	22
Region III:								
New Jersey	680	15,811	23.25	+.7	+1.0	+10.9	+12.9	16
Region IV:								
District of Columbia	210	5,410	25.76	(5)	+.1	−2.8	−6.5	33
Maryland	670	14,156	21.13	−.3	−.5	+3.7	+3.2	40
North Carolina	2,010	30,329	15.09	+1.1	+2.2	+4.6	+7.7	58
Virginia	1,016	12,917	12.71	+.4	+.5	+25.7	+22.6	38
West Virginia	796	13,454	16.90	−.4	+.7	+3.5	+.5	43
Region V:								
Michigan	807	19,296	23.91	+3.7	+2.9	+9.1	+4.6	17
Ohio	3,935	77,157	19.61	+.1	−.7	(5)	−1.6	58
Region VI:								
Indiana	2,450	52,152	21.29	−.3	−1.7	−1.2	+2.7	71
Wisconsin	2,009	46,777	23.28	−.3	+.2	+2.0	+4.7	69
Region VII:								
Alabama	588	5,287	8.99	+1.9	+2.5	+17.1	+19.8	20
Florida	[4] 2,257	[4] 28,495	12.63	+4.4	+4.8	−5.0	−17.9	135
Georgia	1,099	11,024	10.03	+.3	+.6	−12.5	−18.2	36
Mississippi	720	5,409	7.51	+2.3	+2.9	+33.8	+41.1	36
South Carolina	757	7,845	10.36	+.5	+1.1	−15.0	−13.5	40
Tennessee	1,595	17,680	11.08	−.4	−.3	+13.8	−13.9	55
Region VIII:								
Iowa	1,454	34,545	23.76	+.3	+.4	+8.4	+7.3	57
Minnesota	911	24,580	26.98	+.6	+.7	+14.0	+21.9	34
Nebraska	[4] 671	[4] 13,145	19.59	+.9	+1.5	+12.8	+31.8	49
North Dakota	165	3,715	22.52	+12.2	+18.2	+41.0	+28.8	23
South Dakota	230	4,035	17.55	+.4	+.3	−4.2	+15.3	33
Region IX:								
Arkansas	710	4,618	6.50	+2.0	+2.2	+14.7	+13.3	25
Kansas	1,219	27,634	22.67	(5)	(5)	(5)	(5)	63
Oklahoma	2,208	33,688	15.26	−.2	+.1	+8.9	+2.6	87
Region X:								
Louisiana	1,055	15,595	14.78	+1.9	+2.2	+20.7	+33.9	49
New Mexico	222	3,861	17.39	+1.4	+2.2	+10.4	+27.9	53
Region XI:								
Arizona	346	9,209	26.62	+1.2	+.9	+10.5	+16.0	84
Colorado	640	18,229	28.48	+.2	+.7	+4.4	+5.8	60
Idaho	278	6,072	21.84	+.7	+1.3	−4.8	−4.2	56
Montana	187	3,907	20.89	+3.9	+3.5	+29.9	+10.6	35
Utah	204	5,409	26.51	−.5	−5.6	−1.9	+2.7	39
Wyoming	152	4,248	27.95	+1.3	+2.2	−3.2	−4.2	65
Region XII:								
California	7,060	339,344	48.07	+.2	+.2	+11.4	+11.6	115
Oregon	450	11,365	25.26	−.2	−.3	+3.9	+3.5	44
Washington	1,049	32,060	30.56	+1.1	+1.3	+3.2	+3.0	63
Territory:								
Hawaii	70	1,021	14.59	(5)	(5)	(5)	(5)	18

[1] From Federal, State, and local funds; excludes cost of administration.
[2] Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.
[3] Comparison for 40 States, the District of Columbia, and Hawaii with approved plans for April 1939 and April 1940.
[4] Includes aid to the blind administered under State law without Federal participation.
[5] Not computed, because figures too small for comparison.
[6] No approved plan for aid to the blind for April 1939.
[7] Increase of less than 0.1 percent.
[8] No change.
[9] Not computed, because of change in reporting procedure.

more above the levels recorded for April 1939. In Pennsylvania and Virginia expenditures for assistance had more than doubled. Compared with the total amounts expended in April of last year, a few States spent substantially smaller sums in April 1940. In the District of Columbia, Georgia, Ohio, and South Carolina the declines ranged from 9.2 to 25.6 percent.

Aid to the Blind

In April the total number of recipients of aid to the blind in the 43 jurisdictions with plans approved by the Social Security Board increased 0.7 percent, and the total sum expended for payments to these recipients rose 0.8 percent. For the great majority of States there were only slight percentage changes in both recipients and obligations.

The largest percentage increases from March to April were reported by North Dakota, where the number receiving assistance moved upward 12.2 percent and total payments increased 18.2 percent. In Florida the number of persons aided and the total amount of obligations incurred were 4.4 and 4.8 percent higher, respectively, than in March. New Hampshire reported increases of 2.8 percent in the number on the rolls and 5.1 percent in total expenditures for assistance. In Montana there were upward changes of 3.9 percent in the number benefited and 3.5 percent in total payments. Michigan and Mississippi each reported an increase of 2.9 percent in total payments to recipients in April; in Michigan the number of recipients rose 3.7 percent, and in Mississippi the number aided increased 2.3 percent.

Utah was the only State reporting a sizable percentage decline in either recipients or payments from March to April; total obligations decreased 5.6 percent, although the number assisted declined less than 1 percent.

For the 42 jurisdictions making payments under approved plans in April 1939 and April 1940, the total number of recipients of aid to the blind was 6.0 percent greater in April 1940, and the total amount spent for assistance was 7.1 percent larger. In Alabama, Louisiana, Minnesota, Mississippi, Nebraska, New Mexico, North Dakota, and Virginia, total payments were at least 20 percent greater than in the same month of 1939; in a few States, however, the sums expended for assistance were substantially smaller in April 1940. The reductions in Florida, Georgia, South Carolina, and Tennessee ranged from 13.5 to 18.2 percent.

STATISTICS BY STATES, MARCH 1940

State data on the amounts expended for payments to recipients under the various public assistance and Federal work programs and on the numbers benefited under these programs are shown in tables 8 and 9. From February to March, total expenditures for assistance and earnings moved upward in 33 States. In Alabama, Kentucky, Mississippi, Texas, Virginia, and West Virginia the increases amounted to 10.0 percent or more. Of the 16 States in which smaller sums were expended in March, Colorado was the only one with a decline of more than 5.0 percent.

In March total earnings of persons employed on projects of the Work Projects Administration

Table 8.—*Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, March 1940* [1]

[In thousands]

State	Total	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs				
		Special types of public assistance	General relief		Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal work and construction projects
						Student work program	Out-of-school work program		
Total	[2] $280,506	$51,227	$40,213	$2,805	$17,479	$3,261	$6,251	$124,363	[2] $34,907
Alabama	4,345	268	23	247	504	67	143	2,299	703
Arizona	1,373	307	46	63	186	16	23	510	222
Arkansas	3,193	148	18	26	469	43	120	2,130	240
California	19,645	6,221	3,629	318	595	200	256	6,114	2,313
Colorado	3,906	1,430	233	80	180	38	60	1,612	272
Connecticut	3,248	541	646	(3)	126	25	76	1,319	515
Delaware	330	45	41	1	27	3	11	147	55
District of Columbia	2,841	124	62		52	20	24	814	1,746
Florida	4,154	520	62	250	264	36	72	2,160	780
Georgia	4,006	309	37	222	550	74	140	2,221	454
Idaho	1,217	275	34	30	76	18	40	691	53
Illinois	20,380	3,202	4,167	9	945	181	361	10,129	1,388
Indiana	6,980	1,718	763	3	369	90	138	3,447	432
Iowa	3,907	1,231	696	2	205	62	138	1,427	145
Kansas	3,360	725	417	73	254	63	111	1,518	198
Kentucky	3,951	401	[4] 57	33	383	59	112	2,273	632
Louisiana	3,903	690	149	21	366	58	122	1,722	776
Maine	1,715	381	319	2	125	16	75	524	274
Maryland	2,671	580	231	2	170	31	80	906	669
Massachusetts	14,416	3,175	2,088	(3)	493	100	224	6,295	2,040
Michigan	9,804	1,996	1,576	9	586	126	257	4,935	320
Minnesota	6,406	1,645	1,082	29	456	69	143	2,810	172
Mississippi	2,966	159	9	122	379	46	100	1,771	379
Missouri	8,129	1,732	363	96	659	87	142	4,593	458
Montana	1,867	290	93	115	154	20	42	841	311
Nebraska	2,979	698	161	77	195	40	64	1,533	212
Nevada	356	64	15	1	24	3	5	113	132
New Hampshire	1,421	149	213	1	44	11	28	462	514
New Jersey	9,981	989	1,371	3	485	73	166	4,702	2,192
New Mexico	1,326	109	17	69	135	13	45	787	150
New York	30,673	4,797	10,130	11	1,096	319	526	10,409	3,386
North Carolina	4,093	528	43	44	449	89	196	2,195	548
North Dakota	1,437	228	97	64	178	31	61	754	24
Ohio	15,246	3,351	1,916	6	765	166	278	8,050	713
Oklahoma	5,410	1,540	[4] 73	108	602	81	170	2,442	394
Oregon	2,249	514	198	22	148	31	51	975	311
Pennsylvania	23,319	3,698	6,502	10	1,157	221	420	8,569	2,741
Rhode Island	2,082	185	[4] 319	(3)	74	16	36	816	636
South Carolina	3,498	208	18	75	324	55	82	2,062	674
South Dakota	1,735	319	109	243	164	35	71	763	32
Tennessee	4,251	679	[4] 32	15	469	69	137	1,948	902
Texas	9,125	1,117	108	130	1,055	166	321	4,889	1,340
Utah	1,579	411	140	21	78	32	46	770	82
Vermont	511	110	73	1	30	9	16	269	4
Virginia	3,917	226	97	14	409	64	136	1,223	1,748
Washington	5,766	1,045	286	79	287	50	111	2,005	1,902
West Virginia	3,422	400	194	9	305	42	143	2,038	290
Wisconsin	6,822	1,645	1,224	27	389	88	122	3,134	194
Wyoming	593	107	36	22	43	7	11	240	126

[1] See footnotes to table 1.
[2] Includes $2,000 not distributed by States.
[3] Less than $500.
[4] Estimated.

increased in 37 States. Larger sums were earned in a large majority of the States under each of the work programs of the National Youth Administration. Earnings under the student work program increased in 43 States, and earnings under the out-of-school work program rose in 35 States. Total obligations incurred for payments to recipients of the special types of public assistance were higher than in February in 38 States, and larger amounts of subsistence payments were certified by the Farm Security Administration in 38 States.

With the close of an enrollment period at the end of the quarter, earnings of persons enrolled in the Civilian Conservation Corps declined in all States except Arizona. Expenditures for general relief decreased in March in 34 States, and smaller total amounts were earned by persons employed on other Federal work and construction projects in 28 States.

Table 9.—*Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, March 1940* [1]

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs				
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal work and construction projects
		Families	Children					Student work program	Out-of-school work program		
Total	1,935,259	333,862	803,676	70,522	1,636,252	119,455	263,832	471,782	335,299	2,293,807	[2] 306,308
Alabama	19,142	5,730	16,849	577	2,392	5,552	7,612	11,347	8,339	51,524	8,282
Arizona	7,926	2,493	6,915	342	3,135	5,920	2,806	2,109	1,365	8,568	1,811
Arkansas	18,341	4,141	11,161	696	3,634	860	7,072	8,097	6,926	44,791	2,989
California	136,911	14,974	36,553	7,045	147,682	13,468	8,976	22,170	12,567	96,614	18,160
Colorado	40,488	5,487	13,692	639	14,363	3,720	2,711	5,616	3,306	29,013	2,602
Connecticut	16,971	[3] 1,400	[3] 3,200	237	21,761	5	1,901	3,278	3,734	20,256	4,326
Delaware	2,566	505	1,331	----------	1,885	24	402	451	636	2,776	557
District of Columbia	3,308	914	2,730	210	2,363	----------	780	1,680	1,315	12,032	12,221
Florida	34,626	3,960	10,250	2,164	8,786	16,537	3,990	5,657	4,753	43,757	8,470
Georgia	27,422	3,867	10,015	1,096	7,080	8,635	8,297	12,495	7,973	49,936	6,406
Idaho	8,807	2,784	6,798	276	2,350	819	1,141	2,612	1,872	11,979	518
Illinois	137,779	[3] 7,500	[3] 17,000	[3] 7,700	159,441	447	14,266	25,698	19,631	180,965	10,267
Indiana	66,157	17,151	35,282	2,457	51,354	135	5,576	12,536	7,828	64,726	4,012
Iowa	54,440	[3] 3,000	[3] 7,000	1,450	35,282	75	3,088	8,159	8,041	26,611	1,609
Kansas	26,448	6,292	14,483	1,202	28,765	4,767	3,835	9,983	6,501	28,486	2,351
Kentucky	45,158	251	851	----------	[3] 6,900	413	5,774	9,928	5,902	49,683	5,887
Louisiana	31,479	12,635	35,438	1,035	10,028	744	5,522	7,941	6,018	36,024	8,389
Maine	14,089	1,432	3,615	1,224	11,901	72	1,888	2,089	2,778	9,927	3,789
Maryland	18,458	7,488	20,187	672	10,097	102	2,572	3,881	4,881	16,090	5,379
Massachusetts	83,730	11,618	29,546	1,172	72,843	16	7,439	13,058	11,307	102,481	17,490
Michigan	75,049	17,743	44,106	778	71,365	422	8,845	16,962	13,955	89,150	2,987
Minnesota	63,208	8,657	20,796	906	44,024	1,685	6,876	10,311	7,132	49,752	1,589
Mississippi	19,829	[3] 104	[3] 162	704	1,412	3,776	5,724	8,482	6,267	41,014	5,000
Missouri	84,699	10,283	24,373	[3] 3,655	26,869	3,197	9,944	13,500	8,466	88,885	5,247
Montana	12,225	2,337	5,635	180	5,153	4,753	2,329	3,305	2,042	14,804	3,000
Nebraska	27,405	5,329	11,972	665	11,447	4,902	2,940	6,175	3,845	30,139	2,357
Nevada	2,274	103	244	15	791	19	367	339	285	2,019	914
New Hampshire	5,313	651	1,676	316	7,955	30	661	1,178	1,330	8,905	3,593
New Jersey	30,896	10,959	24,322	675	55,029	115	7,323	10,787	7,902	76,756	17,305
New Mexico	4,319	1,751	5,071	219	2,126	3,594	2,041	2,035	2,285	13,988	1,579
New York	116,645	36,209	71,610	2,796	277,935	377	16,548	42,851	24,103	158,602	24,224
North Carolina	35,210	8,854	22,504	1,988	7,112	378	6,784	11,648	11,894	51,796	6,937
North Dakota	8,802	2,312	6,458	147	5,241	3,539	2,688	5,294	3,589	14,400	344
Ohio	124,205	9,979	27,897	3,930	119,322	293	11,553	22,732	15,099	148,626	6,194
Oklahoma	71,020	17,734	40,786	2,213	[3] 13,600	3,774	9,090	14,419	8,195	52,948	4,445
Oregon	19,966	1,950	4,592	451	12,467	723	2,237	4,080	2,814	15,574	2,592
Pennsylvania	94,414	33,905	77,327	12,676	220,731	353	17,462	33,633	21,839	146,444	21,736
Rhode Island	6,721	1,179	3,186	60	[3] 11,500	11	1,112	1,936	1,882	13,914	4,412
South Carolina	19,024	2,974	8,939	753	1,971	1,587	4,895	10,174	4,448	46,292	8,003
South Dakota	14,547	1,799	4,057	229	6,271	13,220	2,483	6,674	4,255	15,319	446
Tennessee	40,291	13,859	35,574	1,601	[3] 6,100	290	7,083	11,214	8,907	44,160	8,240
Texas	118,752	98	[3] 230	----------	14,138	3,859	15,929	22,628	17,382	106,056	15,729
Utah	13,758	3,236	7,884	205	6,135	829	1,184	4,441	2,551	12,489	756
Vermont	5,557	520	1,514	152	3,134	19	458	1,224	865	5,525	43
Virginia	16,681	2,441	7,888	1,012	9,562	257	6,170	8,522	7,941	28,210	14,996
Washington	39,027	4,866	11,465	1,038	21,496	2,700	4,336	6,783	6,000	33,018	12,358
West Virginia	17,276	7,444	20,764	799	17,407	184	4,605	7,579	7,361	38,571	2,914
Wisconsin	50,517	12,243	27,959	2,015	52,007	1,407	5,866	13,242	6,237	55,759	1,743
Wyoming	3,383	721	1,789	150	1,910	881	651	849	725	4,345	1,091

[1] See footnotes to table 2.

[2] Includes 19 persons not distributed by States.

[3] Estimated.

STATISTICS FOR URBAN AREAS

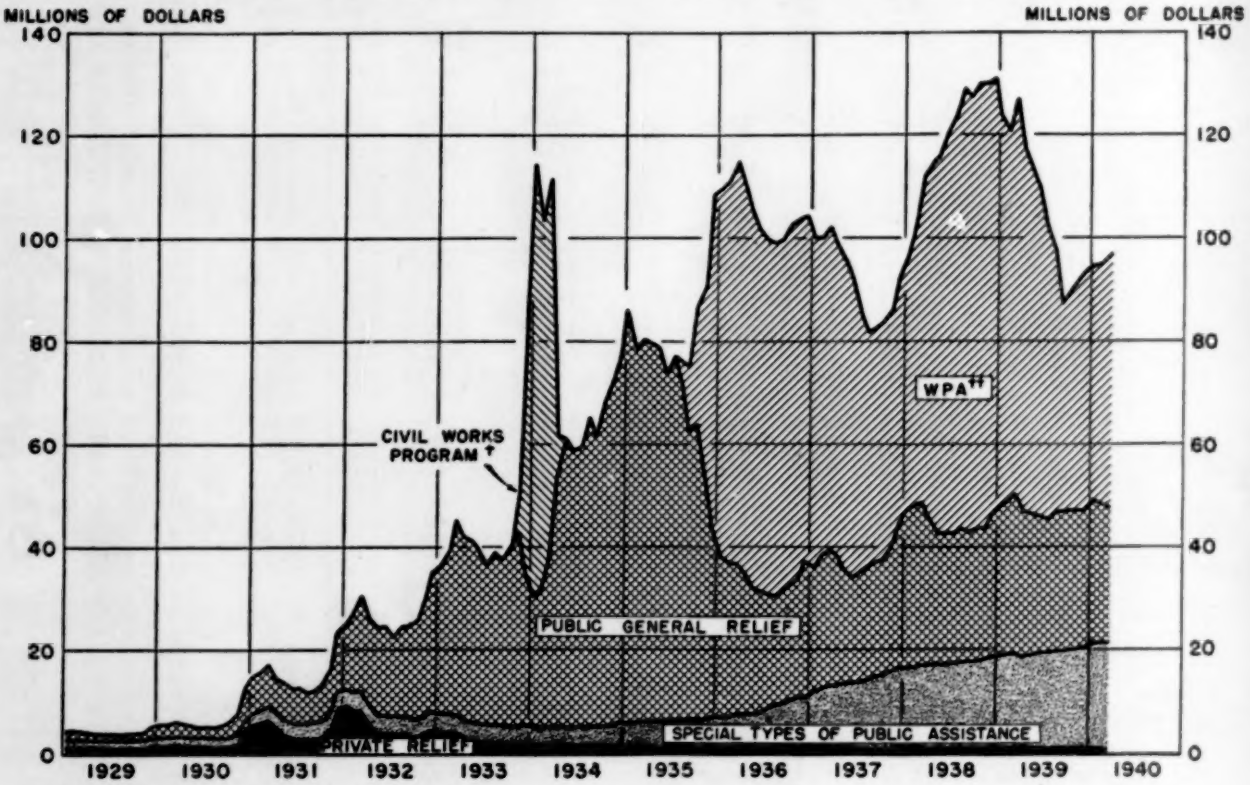
Public and Private Aid in 116 Urban Areas March 1940

Expenditures totaling $96.9 million were made in March in 116 urban areas for payments to recipients of the special types of public assistance, public general relief, and private assistance, and for earnings of persons employed on projects operated by the Work Projects Administration. The data on expenditures exclude all costs of administering the various programs and of materials, supplies, and equipment used on work projects. Data are not available for the urban areas on earnings under the work programs of the National Youth Administration, earnings of persons enrolled in the Civilian Conservation Corps, or earnings of persons employed on Federal agency projects financed by transfer of WPA funds and other Federal work and construction projects.

Of the total sum expended in March, earnings on WPA-operated projects comprised the largest share—51.0 percent. Payments for general relief by public agencies accounted for 27.1 percent of the total, and obligations incurred for the three special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—represented 20.9 percent. Assistance payments by private agencies comprised only 1.0 percent of aggregate expenditures.

From February to March, total payments for public and private assistance and WPA earnings moved upward 2.4 percent. The larger expenditure in March was attributable primarily to a sizable increase in total earnings of persons employed on projects operated by the WPA within the areas. Such earnings rose 6.0 percent to $49.4 million. Total obligations incurred for payments to recipients of the special types of public assistance amounted to $20.3 million, or

Chart I.—*Public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration and under the Civil Works Program in 116 urban areas, January 1929–March 1940*



†Earnings of all persons employed under the Civil Works Program, including administrative staff.
††Earnings on projects operated by the WPA within the areas.

0.3 percent more than in February. The total sum spent for assistance by private agencies was 1.3 percent higher in March. Expenditures for general relief by public agencies declined 2.2 percent.

Total payments for public and private assistance and WPA earnings in the 116 urban areas were 23.5 percent smaller in March 1940 than in the same month a year earlier. The primary factor contributing to this decline was a reduction of 35.6 percent in the total amount earned on projects operated by the WPA. Aggregate general relief payments by public agencies were 14.7 percent below the total of such payments in March 1939, and the amount spent for assistance by private agencies was 5.2 percent smaller than a year ago. On the other hand, total obligations incurred for the special types of public assistance were 11.7 percent greater in March of this year. Payments for old-age assistance showed the largest expansion—14.1 percent. Expenditures for aid to dependent children and aid to the blind increased 6.3 and 5.7 percent, respectively.

Chart II.—*Special types of public assistance in 116 urban areas, January 1929–March 1940*

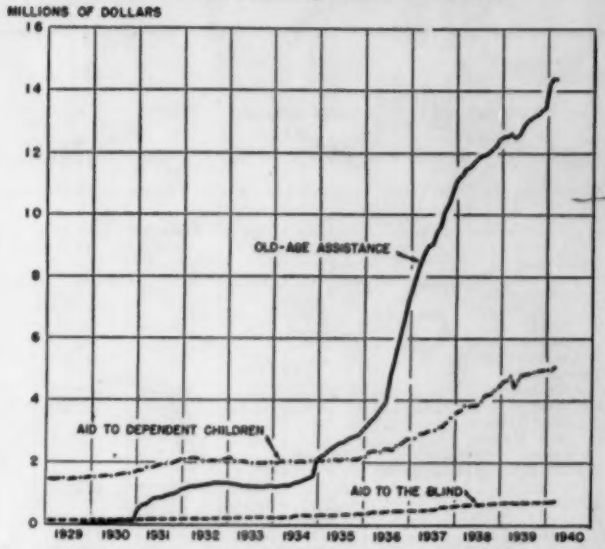


Table 1.—*Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration in 116 urban areas, March 1940*

[Corrected to May 21, 1940]

Type of agency	Number of cases	Amount [1]	Percentage change from—				Percentage distribution of amount—		
			February 1940 in—		March 1939 in—		March 1940	February 1940	March 1939
			Number of cases	Amount	Number of cases	Amount			
Total	(2)	$96,879,765		+2.4		−23.5	100.0	100.0	100.0
Public agencies	(2)	[3] 95,920,495		+2.4		−23.7	99.0	99.0	99.2
Agencies administering:									
General relief [4]	917,835	26,196,829	−2.0	−2.2	−10.3	−14.7	27.1	28.3	24.3
Special types of assistance [5]	720,578	20,285,990	+.6	+.3	+8.8	+11.7	20.9	21.4	14.3
Old-age assistance	572,127	14,413,749	+.4	−.2	+8.9	+14.1	14.8	15.3	9.9
Aid to dependent children [5]	124,870	5,115,192	+1.4	+1.6	+8.7	+6.3	5.3	5.3	3.8
Aid to the blind [5]	23,581	758,049	+.5	+.5	+5.2	+5.7	.8	.8	.6
Work Projects Administration [6]	(2)	49,436,676	(2)	+6.0	(2)	−35.6	51.0	49.3	60.6
Private agencies [7]	(2)	[3] [8] 959,270		[9] +1.3		[9] −5.2	1.0	1.0	.8

[1] Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care. Data for assistance programs differ from those for months prior to January 1940, because they include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

[2] Not available.

[3] Public agencies administered $2,299 of private funds while private agencies administered $10,554 of public funds, so that total amounts contributed from public and private sources, respectively, were $95,928,750 and $951,015.

[4] Includes direct and work relief and statutory aid to veterans administered on basis of need.

[5] Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

[6] Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

[7] Includes direct and work relief and aid to veterans.

[8] Includes estimate of $200,890, of which $147,038 represents expenditures of agencies for which monthly reports are not available.

[9] Based on data from agencies reporting monthly.

Table 2.—*Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, March 1940*

[Corrected to May 21, 1940]

State and city	Area included	Total [1]	Public funds						Private funds [2]	Percentage change in total from—	
			Total	General relief [3]	Old-age assistance	Aid to dependent children [3]	Aid to the blind [3]	WPA earnings [4]		February 1940	March 1939
Alabama:											
Birmingham	County	$468,536	$468,342	$8,341	$22,340	$22,376	$884	$414,401	$194	+22.2	−33.5
Mobile	do	134,086	133,393	979	7,686	1,896	136	122,696	693	−.2	−5.9
California:											
Los Angeles	do	5,865,115	5,838,589	1,602,576	2,120,558	224,557	162,392	1,728,506	26,526	−4.2	−4.4
Oakland	do	1,374,189	1,370,586	251,264	300,951	53,552	24,012	740,807	[5] 3,603	−1.0	−8.6
Sacramento	do	324,529	322,779	44,925	126,858	21,063	7,191	122,742	1,750	−4.7	−2.1
San Diego	do	685,900	684,977	138,206	266,520	30,303	12,529	237,419	923	−1.2	−2.3
San Francisco	do	1,751,306	1,734,144	346,684	401,607	54,840	25,446	905,567	17,162	+.9	−13.3
Colorado: Denver	do	846,670	843,544	60,025	340,482	51,507	3,971	387,559	3,126	−4.0	+18.5
Connecticut:											
Bridgeport	City	234,549	231,621	[6] 62,679	35,293	6,391	555	126,703	2,928	+42.9	−18.4
Hartford	do	286,807	271,284	[6] 98,125	55,647	8,182	905	108,425	15,523	+16.2	−9.0
New Britain	do	70,239	69,624	[6] 12,014	13,410	2,301	133	41,766	[6] 615	+6.9	−15.6
New Haven	do	297,646	292,587	[6] 79,237	53,212	7,453	1,112	151,573	5,059	−.8	−13.6
Delaware: Wilmington	County	172,313	168,320	38,945	17,503	10,037	----------	101,835	[6] 3,993	+9.3	−17.8
District of Columbia: Washington	City	838,406	819,042	62,807	84,066	34,445	5,407	632,317	[6] 19,364	+6.3	−5.4
Florida:											
Jacksonville	County	438,402	436,432	5,488	43,482	8,765	3,073	375,624	1,970	+6.3	+3.6
Miami	do	145,965	139,808	5,800	32,779	10,950	2,066	88,213	6,157	+.3	−19.4
Georgia: Atlanta	do	473,106	467,069	14,402	21,666	15,500	1,713	413,788	6,037	+23.1	−34.6
Illinois:											
Chicago	do	8,944,694	8,847,043	2,734,437	1,150,703	79,827	70,605	4,811,471	97,651	+.5	−21.9
Springfield	do	301,193	298,851	51,551	44,786	1,680	5,005	195,859	2,342	−2.1	−5.2
Indiana:											
Evansville	do	356,918	356,162	50,687	41,090	22,392	1,576	240,417	756	+11.0	−16.1
Fort Wayne	do	250,686	247,963	33,909	44,042	21,444	1,352	147,216	2,723	−3.8	−21.3
Indianapolis	do	826,508	819,636	120,605	134,383	71,588	6,722	486,338	6,962	−.7	−30.4
South Bend	do	264,762	264,325	54,190	39,396	20,417	1,071	149,251	437	+.4	−28.7
Terre Haute	do	318,895	317,496	34,393	55,165	19,970	2,210	205,758	1,399	+2.6	−27.2
Iowa:											
Des Moines	do	565,417	564,583	82,050	93,744	4,155	5,479	379,155	834	−3.4	−.9
Sioux City	do	219,711	218,919	75,960	44,984	5,297	1,714	90,964	792	+1.0	−7.4
Kansas:											
Kansas City	do	283,482	282,966	36,226	32,222	15,101	1,669	197,748	516	−11.3	−22.4
Topeka	do	148,366	147,226	13,109	18,096	7,734	1,104	107,183	1,140	+4.4	+4.4
Wichita	do	258,415	257,742	82,739	42,528	18,976	1,939	111,560	673	+9.4	+6.8
Kentucky: Louisville	do	322,600	314,953	29,284	34,457	9,516	----------	241,696	[6] [7] 7,647	+8.8	−13.4
Louisiana:											
New Orleans	Parish	1,112,718	1,101,376	55,720	68,671	97,041	5,313	874,631	[6] 11,342	−2.7	−3.6
Shreveport	do	60,850	60,430	9,379	16,645	15,836	613	17,957	420	−3.2	+18.4
Maine: Portland	City	124,411	122,132	24,009	[8] 20,172	4,154	1,309	72,488	2,279	+12.3	+5.7
Maryland: Baltimore	do	838,539	821,623	204,268	163,891	144,303	9,210	299,951	16,916	+3.7	−5.3
Massachusetts:											
Boston	do	2,840,009	2,754,726	501,335	451,312	251,289	8,428	1,542,362	85,283	+6.1	−11.2
Brockton	do	228,992	226,086	46,339	61,010	8,776	483	109,478	2,906	+2.5	−14.3
Cambridge	do	318,599	314,645	96,017	47,148	26,041	854	144,585	3,954	−7.6	−3.4
Fall River	do	367,312	367,158	92,612	58,195	12,401	863	203,087	154	+25.4	−1.1
Lawrence	do	195,248	194,102	43,939	45,575	5,879	533	98,176	1,146	+3.2	−6.3
Lowell	do	354,507	351,874	70,948	69,383	15,203	866	195,474	2,633	+2.1	−3.6
Lynn	do	307,196	304,195	64,057	79,939	12,665	725	146,809	3,001	+2.9	+9.2
Malden	do	141,630	141,583	49,093	32,945	6,937	264	52,344	47	−2.3	−3.5
New Bedford	do	362,678	361,362	63,270	80,477	11,957	874	204,784	1,316	+21.8	+9.1
Newton	do	97,955	95,553	33,205	18,972	8,048	152	35,176	2,402	+9.2	−15.5
Springfield	do	391,866	387,635	115,873	85,330	24,414	928	161,090	4,231	+2.9	−11.5
Worcester	do	456,986	451,635	139,459	97,885	27,294	803	186,194	5,351	+4.8	−26.5
Michigan:											
Detroit	County	3,300,003	3,284,293	829,586	247,779	332,232	5,167	1,869,529	[6] 15,710	−9.0	−36.3
Flint	do	370,325	370,204	55,127	54,803	24,607	455	235,212	121	+18.0	−27.2
Grand Rapids	do	447,947	447,230	87,112	105,746	26,308	1,332	226,732	[6] 717	+2.7	−35.8
Pontiac	do	255,283	254,926	47,636	49,082	23,862	623	133,723	357	−1.6	−43.4
Saginaw	do	173,785	172,773	28,663	29,719	17,602	483	96,306	1,012	−3.6	−33.4
Minnesota:											
Duluth	do	749,485	744,144	206,960	107,410	37,517	2,725	389,532	5,341	−.9	−15.6
Minneapolis	do	1,413,218	1,406,230	406,540	284,181	54,939	5,531	655,039	6,988	−4.1	−27.1
St. Paul	do	722,704	717,212	230,383	110,365	27,536	3,160	345,768	5,492	−3.0	−24.8
Missouri:											
Kansas City	do	949,651	939,520	96,948	167,209	15,803	[6] 10,400	649,160	10,131	−11.4	−8.9
St. Louis	City and county	1,542,952	1,518,678	161,398	218,286	51,222	[6] 16,525	1,071,247	24,274	+16.6	−31.8
Nebraska: Omaha	County	547,429	536,261	22,566	87,690	40,971	2,350	382,684	11,168	+5.0	−19.7
New Jersey:											
Jersey City	City	335,970	335,511	134,823	27,389	25,665	1,158	146,476	459	+5.5	−43.9
Newark	do	1,034,634	1,030,340	422,336	62,896	62,680	2,366	480,062	4,294	+3.2	−28.1
Trenton	do	176,376	174,503	54,444	17,975	13,520	785	87,779	1,873	+.5	−31.4

See footnotes at end of table.

Table 2.—*Amount of public and private assistance and earnings of persons employed on projects operated by the Work Projects Administration, by urban areas, March 1940*—Continued

[Corrected to May 21, 1940]

State and city	Area included	Total [1]	Public funds						Private funds [5]	Percentage change in total from—	
			Total	General relief [2]	Old-age assistance	Aid to dependent children [3]	Aid to the blind [3]	WPA earnings [4]		February 1940	March 1939
New York:											
Albany	City	$131,602	$129,293	$49,661	$16,535	$5,137	$915	$57,045	$2,309	+19.4	−25.5
Buffalo	County	1,487,699	1,470,065	881,770	104,724	68,855	3,360	411,356	[6] 17,634	+5.2	−23.4
New Rochelle	City	104,931	104,463	69,061	12,384	9,588	0	13,430	[6] 468	−6.6	−9.1
New York	do	16,778,881	16,543,920	6,118,172	1,489,063	1,162,066	41,332	7,733,287	[6] 234,961	+2.7	−32.8
Niagara Falls	do	106,868	105,853	61,181	9,496	8,117	116	26,943	1,015	+3.1	−27.2
Rochester	do	708,272	702,002	423,519	121,441	43,528	3,085	110,429	6,270	−.1	−15.6
Syracuse	County	519,787	515,595	282,934	78,075	23,306	1,250	130,030	4,192	−3.0	−24.9
Utica	City	170,606	168,088	86,060	33,145	13,248	476	35,159	2,518	+2.5	−22.2
Yonkers	do	252,659	250,953	119,132	21,092	19,643	450	90,636	1,706	+.9	−27.3
North Carolina:											
Asheville	County	140,170	140,170	4,005	13,037	5,483	955	116,690		−4.1	−.5
Charlotte	do	111,194	110,567	5,671	17,641	7,050	1,476	78,729	627	+3.9	+9.1
Greensboro	do	97,126	97,009	2,708	16,344	8,295	1,345	68,377	57	+6.1	−4.7
Winston-Salem	do	135,827	130,246	7,247	14,203	6,622	858	101,316	5,581	+1.2	+1.3
Ohio:											
Akron	do	909,615	906,781	118,773	82,864	14,615	1,745	688,784	2,834	+11.0	−29.0
Canton	do	393,365	393,250	42,282	87,851	11,633	1,882	249,602	115	+5.6	−37.5
Cincinnati	do	1,085,832	1,069,816	290,157	201,667	33,728	4,953	539,311	16,016	+11.2	−28.4
Cleveland	do	3,208,951	3,168,985	651,943	250,670	102,318	8,458	2,155,596	39,966	−.2	−40.9
Columbus	do	810,258	808,317	144,529	176,474	17,461	6,846	463,007	1,941	+1.8	−18.7
Dayton	do	543,998	542,291	127,138	128,600	12,364	2,548	271,641	1,707	+4.5	−20.1
Springfield	do	172,766	172,766	9,843	56,006	4,236	1,430	101,251		+6.2	−18.9
Toledo	do	785,751	785,258	125,286	133,826	15,189	4,351	506,606	493	+2.8	−47.7
Youngstown	do	389,113	387,789	48,744	54,161	10,209	3,398	271,277	1,324	+19.0	−46.5
Oklahoma: Tulsa	do	234,956	228,765	8,162	86,319	20,159	2,931	111,194	6,191	+23.1	−10.7
Oregon: Portland	do	632,976	630,947	108,677	165,488	23,590	4,923	328,269	2,029	−2.6	−13.7
Pennsylvania:											
Allentown	do	193,758	192,733	32,504	23,968	10,092	5,340	120,829	1,025	+9.8	−45.6
Altoona	do	268,600	268,600	66,257	32,411	20,266	6,693	142,973	60	+5.4	−25.9
Bethlehem	do	216,288	215,498	38,008	25,364	11,792	5,437	134,897	790	+10.1	−37.8
Chester	do	240,186	238,265	42,665	34,264	17,594	6,994	136,748	1,921	+8.5	−34.8
Erie	do	288,681	288,573	100,277	52,085	22,050	8,421	105,740	108	[9]	−41.4
Johnstown	do	330,143	329,854	72,092	37,216	30,129	7,092	183,325	289	+5.5	−45.6
Philadelphia	do	4,189,613	4,146,390	2,006,478	467,770	390,373	73,178	1,208,591	[6] 43,223	+4.3	−17.1
Pittsburgh	do	3,304,068	3,280,953	1,171,746	275,244	184,813	37,428	1,611,722	[6] 23,115	+14.2	−25.9
Reading	do	376,496	375,185	76,438	40,791	12,542	9,452	235,962	1,311	+13.8	−18.6
Scranton	do	861,712	858,318	430,861	67,416	41,403	10,874	307,764	3,394	+6.4	−34.2
Wilkes-Barre	do	1,100,832	1,099,182	530,270	78,612	61,384	15,284	413,632	1,650	+6.6	−36.7
Rhode Island: Providence	City	510,438	503,712	166,403	58,540	20,196	514	258,059	6,726	+.8	+4.0
South Carolina: Charleston	County	175,310	174,797	2,573	9,113	4,180	583	158,348	513	+1.4	−17.6
Tennessee:											
Knoxville	do	216,818	216,818	3,523	18,024	20,551	747	173,973		+22.2	+13.8
Memphis	do	367,314	361,965	4,178	51,101	25,435	3,092	278,159	5,349	+10.7	+14.7
Nashville	do	267,379	264,787	7,430	42,082	26,733	2,434	186,108	2,592	+14.3	+9.8
Texas:											
Dallas	do	386,713	383,109	15,269	67,617	822		299,401	3,604	+20.1	−3.9
El Paso	do	108,870	108,523	125	8,845			99,553	347	+4.2	+17.8
Fort Worth	do	374,718	374,252	13,452	51,326			309,474	466	+24.2	+5.5
Houston	do	335,107	330,725	21,945	56,940			251,840	4,382	+12.5	−4.7
San Antonio	do	359,475	355,458		56,767			298,691	4,017	+1.0	−4.9
Utah: Salt Lake City	do	471,296	469,357	79,753	101,188	39,329	1,528	247,559	[10] 1,939	−.7	+4.6
Virginia:											
Norfolk	City	93,342	92,147	5,266	10,099	3,086	898	72,798	1,195	+16.5	−34.8
Richmond	do	175,319	168,423	23,092	12,444	3,045	1,001	128,841	6,896	−18.2	−1.5
Roanoke	do	23,960	23,960	3,246	4,599	960	451	14,704		−18.3	−35.4
Washington:											
Seattle	County	825,879	820,499	134,705	232,735	34,598	8,253	410,208	[6] 5,380	+1.2	−21.0
Tacoma	do	441,650	441,650	31,459	99,617	17,843	2,684	290,047		+1.0	−19.1
West Virginia: Huntington	do	160,871	160,099	12,948	11,399	5,841	802	129,109	[6] 772	+21.7	−29.5
Wisconsin:											
Kenosha	do	194,658	194,451	50,002	26,665	18,484	1,341	97,959	207	−1.1	−25.0
Madison	do	274,561	274,345	49,050	47,079	26,356	1,079	150,781	216	+8.0	−10.3
Milwaukee	do	1,961,450	1,953,453	542,074	224,190	109,289	9,211	1,068,689	7,997	−2.5	−22.8
Racine	do	182,238	181,474	58,658	29,426	20,649	906	71,835	764	[11]	−32.4

[1] Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care. Data for assistance programs differ from those for months prior to January 1940, because they include obligations incurred for burials, in addition to obligations incurred for money payments, assistance in kind, medical care, and hospitalization.

[2] Includes direct and work relief and statutory aid to veterans administered on basis of need.

[3] Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

[4] Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

[5] Includes direct and work relief and aid to veterans.

[6] Includes estimate.

[7] Relates to city.

[8] Estimated.

[9] Increase of less than 0.1 percent.

[10] Incomplete, since figures are not obtainable for 1 relief program.

[11] Decrease of less than 0.1 percent.

General Relief Operations of Public Agencies in Selected Large Cities, April 1940

Reports on general relief operations of public agencies were received from the 18 cities in the United States with populations of more than 400,000 in 1930, and from Rochester, New York, which is smaller.

Cases Aided and Amount of Relief

During April in these 19 cities 580,700 cases were aided from general relief funds with an expenditure of $18.2 million. Two percent fewer cases were aided than in March, and expenditures declined 3 percent.

Fourteen cities assisted fewer cases than in the previous month. Decreases amounted to 14 and 12 percent, respectively, in Cincinnati and St. Louis. Increases were less than 3 percent in the 5 cities aiding more cases in April.

Fifteen cities reported smaller expenditures than in March. Decreases amounted to 18 percent in Cincinnati and St. Louis, 17 percent in Minneapolis, and 15 percent in Baltimore. Decreases of less than 2 percent occurred in 4 cities.

General Relief in Addition to Other Types of Income

Table 4 presents data on the extent to which other specified types of income or assistance were available for the partial support of cases receiving general relief. In 24 percent of the cases in Newark there were earnings from regular employment. In 18 percent of the cases in Milwaukee, and in 5 to 15 percent of the cases in 7 cities the relief given was in addition to WPA earnings. Some member of the household was receiving old-age assistance in 5 percent of the cases in Cincinnati, the District of Columbia, Minneapolis, and Rochester; in 37 percent of the cases in Baltimore relief supplemented aid to dependent children. Only in Newark were as many as 2 percent of the cases receiving unemployment benefits.

Case Turn-Over

In 15 of the cities closings exceeded openings, with a resultant decrease in case load during April. In order to measure the effect of openings and closings on the case load, separation and accession rates were computed for each city, based on the average number of cases open at the beginning and end of the month. Accession rates ranged from 3 in New Orleans to 23 in Detroit; separation rates ranged from 5 in Chicago to 27 in Cincinnati. Relatively large decreases in case load occurred in Baltimore, Cincinnati, the District of Columbia, Los Angeles, Minneapolis, Pittsburgh, and St. Louis. Detroit, with an accession rate of 23 and a separation rate

Table 3.—*Number of cases receiving general relief, amount of relief, and average amount per family and one-person case in selected cities, April 1940*

City	Number of cases receiving relief	Amount of relief [1]	Average amount		Percentage change from March 1940 in—	
			Per family case	Per one-person case	Number of cases	Amount of relief
Baltimore	7,291	$168,538	(2)	(2)	−4.3	−14.6
Boston	15,810	429,675	$30.91	$20.98	+.4	−2.8
Buffalo	19,573	717,095	42.07	19.49	−.8	−3.7
Chicago	[3] 87,508	[3] 2,596,231	(2)	(2)	−.4	−2.3
Cincinnati [4]	8,754	203,791	23.82	19.75	−14.3	−17.6
Cleveland	21,695	496,755	29.17	15.87	−1.2	−3.5
Detroit	18,855	637,425	(2)	(2)	+2.3	+.8
District of Columbia [3]	2,278	58,654	30.55	19.15	−3.6	−5.9
Los Angeles [4]	55,362	1,631,111	(2)	(2)	−7.6	+1.4
Milwaukee [4]	22,145	542,249	30.75	12.43	−.5	−.9
Minneapolis	13,303	311,298	29.30	15.75	−6.2	−16.9
Newark	12,812	420,553	(2)	(2)	+1.6	−.4
New Orleans	2,502	50,380	26.50	16.27	−9.3	−9.6
New York	158,615	6,183,316	45.06	27.92	+.7	+1.1
Philadelphia	[5] 64,037	1,829,781	(2)	(2)	−2.5	−8.6
Pittsburgh [4]	[5] 40,753	1,091,909	(2)	(2)	+1.3	−6.4
Rochester	9,269	346,945	43.12	18.97	−2.3	−8.8
St. Louis	6,629	123,532	23.63	8.64	−12.2	−17.6
San Francisco	13,530	350,545	(2)	(2)	−6.0	+.8

[1] Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs.
[2] Not available.
[3] Includes cases receiving aid from special departments.
[4] Figures relate to entire county in which city is located.
[5] Accepts only unemployable cases except for employable cases requiring short-time emergency care.
[6] Includes duplications, since in some cases relief was granted more than once during month.

Table 4.—*General relief cases in households receiving other types of income or assistance in selected cities, April 1940*

City	Number of cases receiving relief	Percent of general relief cases in households receiving—					
		Earnings from regular employment	WPA earnings	Unemployment benefits	Old-age assistance	Aid to dependent children	Aid to the blind
Baltimore	7,291	0.7	0.3	0.9	1.8	36.5	0.2
Buffalo	19,573	10.7	11.3	.7	2.5	1.3	.1
Chicago	87,508	(1)	1.4	(2)	2.0	.3	(1)
Cincinnati [3]	8,754	4.3	4.7	.4	4.8	.1	.4
Cleveland	21,695	5.2	13.6	.5	.6	(2)	.1
Detroit	18,855	4.3	9.1	.8	2.8	4.0	.2
District of Columbia [4]	2,278	(1)		(1)	5.0	(2)	.4
Los Angeles [3] [5]	49,542	(1)	.2	(2)	(1)	(2)	(1)
Milwaukee [3]	22,145	6.4	18.2	.8	2.1	.3	.1
Minneapolis	13,303	1.4	14.8	.2	5.0	4.2	(1)
Newark	12,812	23.5	2.9	1.5			
New Orleans	2,502		2.5		1.2	.9	.1
New York	158,615	5.4	6.6	.3	3.0	1.8	.2
Philadelphia	64,037	(1)	1.8	.7	(1)	(1)	(1)
Pittsburgh [3]	40,753	(1)	3.7	.8	(2)	(2)	(2)
Rochester	9,269	14.7	8.7	.5	5.3	2.7	.2
San Francisco [3]	11,974	(1)	.1	(1)	(1)	(1)	(1)

[1] Not available.
[2] Less than 0.1 percent.
[3] Figures relate to entire county in which city is located.
[4] Accepts only unemployable cases except for employable cases requiring short-time emergency care.
[5] Figures relate to cases open on last day of month.

of 13, was the only city showing a relatively large increase in case load. In Chicago, Cleveland, New Orleans, New York, and Rochester case loads were comparatively stable, with both accession and separation rates 7 or below.

Effect of WPA Employment on Case Load

More cases were closed because of acceptance for WPA employment than were opened on loss of such employment in all cities except Boston, Milwaukee, and Newark, where increases were negligible. Accession rates for openings on loss of WPA employment were as much as 5 only in Milwaukee; separation rates for closings through transfer to WPA ranged from 5 to 9 in Cincinnati, Detroit, Los Angeles, Milwaukee, Philadelphia, Pittsburgh, St. Louis, and San Francisco. Relatively large decreases in case load because of WPA employment occurred in St. Louis, Los Angeles, and Pittsburgh with accession rates of 2 each and separation rates of 7, 8, and 9, respectively, and in Cincinnati with an accession rate of 1 and a separation rate of 6.

In 7 cities between 25 and 35 percent of all openings during the month were attributed to loss of WPA employment. On the other hand, 25

Table 5.—*Reasons for opening general relief cases in selected cities, April 1940*

City	Cases opened		Accession rate [1]	Percent opened for specified reason			
	Number	Percentage change from March 1940		Loss of regular employment	Loss of WPA employment	Cessation of unemployment benefits	All other reasons
Baltimore	635	−28.6	9.3	26.6	6.0	0.6	66.8
Boston	1,743	+9.9	12.2	[2] 48.5	28.4	.1	23.0
Buffalo	835	−34.4	4.5	57.1	6.2	1.2	35.5
Chicago	5,654	−11.2	6.3	21.8	34.1	3.6	40.5
Cincinnati [3]	625	−28.9	5.9	9.0	14.4	2.4	74.2
Cleveland	1,262	−12.2	5.5	18.8	34.5	2.5	44.2
Detroit	3,995	+18.1	23.2	17.2	19.1	3.5	60.2
District of Columbia [4]	318	−31.2	13.1				100.0
Los Angeles [3]	6,271	+2.9	12.2	(5)	17.0	(5)	(5)
Milwaukee [3]	3,243	+7.6	16.8	15.7	31.3	3.9	49.1
Minneapolis	843	−18.4	6.6	22.8	24.9	4.7	47.6
Newark	1,408	+19.2	11.7	23.6	28.5	2.6	45.3
New Orleans	72	(6)	2.8				100.0
New York	9,485	−16.7	6.3	26.4	32.4	2.0	39.2
Philadelphia	4,025	−8.2	6.7	41.2	12.7	5.7	40.4
Pittsburgh [3]	3,069	−21.1	8.4	42.2	21.5	8.5	27.8
Rochester	397	−14.8	4.2	35.7	9.6	3.3	51.4
St. Louis	844	+6.0	12.2	5.6	14.1		80.3
San Francisco	1,864	−6.4	15.2	(5)	19.4	3.5	(5)

[1] Cases opened as a percent of average number of cases open at beginning and end of month.
[2] Includes cases opened because of insufficient earnings.
[3] Figures relate to entire county in which city is located.
[4] Accepts only unemployable cases except for employable cases requiring short-time emergency care.
[5] Not available.
[6] Increase. Percentage change not computed because less than 100 cases opened.

to 35 percent of all closings in 4 cities, 36 to 46 percent of closings in 5 cities, and 52 and 53 percent of the closings in Cleveland and Pittsburgh, respectively, were accounted for by placement on WPA projects.

Effect of Regular Employment on Case Load

In 10 of the 17 cities for which complete data were available, closings because regular employment was obtained were somewhat larger than openings because such employment was lost. Accession rates on loss of such employment were 6 in Boston and 4 or less in other cities; separation rates for closings because employment was obtained were as much as 4 only in Milwaukee and Pittsburgh. The greatest relative increase occurred in Boston with an accession rate of 6 and a separation rate of 3; the largest relative decrease was in Cincinnati with an accession rate of 1 and a separation rate of 3.

In 7 cities loss of regular employment was responsible for more than 25 percent of the cases opened in April. In Buffalo it accounted for 57 percent and in Boston, Philadelphia, and Pittsburgh for 40 to 50 percent of all openings during the month. Obtaining employment accounted for 37 percent of the closings in Boston, and 30, 28, and 26 percent of the closings in Rochester, Buffalo, and Philadelphia, respectively.

Effect of Unemployment Benefits and Old-Age Retirement and Survivors Benefits on Case Load

Although in 13 cities more cases were closed on receipt of unemployment benefits than were opened on loss of such benefits, net changes in case load because of such openings and closings were negligible. Cessation of benefits was reported as the reason for 9 percent of the openings in Pittsburgh, 6 percent in Philadelphia, and 5 percent in Minneapolis. Receipt of benefits accounted for 8 percent of the closings in Detroit, and 5 percent of the closings in Philadelphia, Pittsburgh, and Rochester.

Nine cities reported no cases closed because of payments of old-age retirement and survivors benefits. In the 7 cities reporting cases closed for this reason, such closings comprised as much as 1 percent of total closings only in Newark.

Table 6.—*Reasons for closing general relief cases in selected cities, April 1940*

City	Cases closed		Separation rate [1]	Percent closed for specified reason						
	Number	Percentage change from March 1940		Regular employment obtained	Increased earnings or income	Transfer to the WPA	Receipt of unemployment benefits	Receipt of old-age retirement and survivors benefits	Transfer to special types of public assistance	All other reasons
Baltimore	1,204	+45.2	17.6	11.7	0.7	19.0	2.8		4.7	61.1
Boston	1,314	−21.5	9.2	36.5	[2]	[3] 29.8	2.4	[2]	6.8	[2]
Buffalo	1,552	+41.5	8.3	28.0	17.7	21.2	3.2		1.2	28.7
Chicago	4,458	−53.9	4.9	23.9	6.8	45.0	2.6	[2]	2.7	[2]
Cincinnati [4]	2,794	+161.1	26.5	12.8	38.7	24.2	1.5		.7	22.1
Cleveland	1,540	−5.9	6.7	20.3	.8	52.2	3.2		1.8	21.7
Detroit	2,201	−45.2	12.8	22.5	28.2	35.9	7.7		.7	5.0
District of Columbia [5]	572	+47.0	23.6	9.4	12.4	13.1	1.8		7.2	56.1
Los Angeles [4]	10,033	+2.6	19.5	19.2	1.9	38.9	2.7	[2]	1.0	36.3
Milwaukee [4]	3,414	+4.1	17.6	20.5	5.0	28.0	1.2	0.1	1.6	43.6
Minneapolis	1,965	+47.4	15.6	15.4	15.0	24.9	3.4	[2]	1.6	[2]
Newark	1,187	−11.4	9.8	18.5	1.9	14.9	3.0	1.3	1.5	58.9
New Orleans	167	+20.1	6.5	4.2	7.2	15.0			39.5	34.1
New York	9,651	+10.9	6.4	20.1	12.1	46.2	1.6	.1	6.6	13.3
Philadelphia	6,997	+26.3	11.7	25.5	7.3	39.9	4.8	[2]	7.7	14.8
Pittsburgh [4]	6,449	+123.4	17.7	22.8	6.3	52.7	5.0	.1	5.1	8.0
Rochester	650	+.3	6.9	30.0	5.7	21.1	5.1	.1	3.5	34.5
St. Louis	1,805	−30.7	26.1	7.5	.3	28.5	1.1		18.1	44.5
San Francisco	2,500	−24.1	20.3	11.6	1.6	22.9	3.0		3.0	57.9

[1] Cases closed as a percent of average number of cases open at beginning and end of month.
[2] Not available.
[3] Includes cases transferred to the NYA and CCC.
[4] Figures relate to entire county in which city is located.
[5] Accepts only unemployable cases except for employable cases requiring short-time emergency care.
[6] Less than 0.1 percent.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE · ANALYSIS DIVISION.

OPERATIONS UNDER THE SOCIAL SECURITY ACT

Claims for Benefits Under the Amended Act

The number and disposition of claims received in Washington through the end of May and for the month of May are given for each type of benefit in table 1. No data are shown on the monthly amount of benefits allowed. The average amounts of such benefits, however, do not differ markedly from the averages for the first 4 months of the year presented in the May Bulletin. The relative distribution of claims by States has probably also not changed to any extent.

The numbers of claims received consist solely of those received in Washington; that is, they exclude all claims held in the field offices pending further development and all claims in transit. Claims for lump-sum death benefits relate only to those filed under the provisions of the 1939 amendments. Including 26,576 lump-sum death claims filed this year under the 1935 act, a total of 145,853 claims of all types was received in Washington in the 5 first months of 1940.

The figures presented in table 1 on claims allowed differ somewhat from the figures given in the May Bulletin, in that the two sets of figures represent different stages in the process of claims determination. The figures in table 1 represent an adjudicative determination that the claimant is entitled to benefits. After this determination is made, however, certain records necessary for future payments and statistical data must be established, an operation which requires a few days to complete. The data in the May Bulletin on claims allowed represented this final stage.

It should be pointed out that an allowed claim does not necessarily result in immediate payment to the claimant. The benefits may be suspended for a definite or indefinite period in accordance with deductions required by the amended act. Thus far, the two principal reasons for deferred benefit payments have been either that the claimant had previously received a lump-sum payment at age 65 under the terms of the 1935 act, or that he is receiving wages of $15 or more a month in covered employment.

Wage Records

Of the 5.1 million wage items received during the period April 1–27, 975,469 items pertained to the first quarter of 1940 and 3.9 million to the fourth quarter of 1939. The conversion into punch-card form of 1939 wage items has been completed for the first three quarters and has been made for 90.5 percent of the 30.9 million wage items received for the fourth quarter. Of the grand total of 123.1 million wage items for 1939 received to date, 119.9 million or 97.4 percent have been punched and 112.5 million or 93.8 percent collated with the master cards.

Wage records furnished for the adjudication of claims in April amounted to 25,588 as compared with 24,547 in March. Requests from wage earners for statements of 1938 recorded earnings continued to decline in April; 29,128 requests were received in that month, 29,645 in March, and 40,294 in February. The cumulative total of re-

Table 1.—*Claims for benefits under the 1939 amendments: Number and disposition of claims received in Washington, cumulative through May 1940 and for May 1940*

Type of benefit claim	Cumulative through May				May				In process as of May 31, 1940
	Received	Allowed	Withdrawn	Disallowed	Received	Allowed	Withdrawn	Disallowed	
Total	145,853	107,894	2,973	4,113	35,674	29,967	743	2,408	30,873
Primary	69,606	51,788	2,252	1,921	14,071	11,471	517	950	13,645
Wife's	13,590	9,922	233	205	4,092	3,257	82	119	3,230
Child's	25,250	18,485	378	578	6,539	5,849	96	406	5,809
Widow's	1,154	735	9	51	423	297	5	32	359
Widow's current	9,105	7,052	33	156	2,524	2,346	12	123	1,864
Parent's	572	163	7	17	190	147	3	14	385
Lump-sum	26,576	19,749	61	1,185	7,835	6,600	28	764	5,581

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quests for statements of 1937 and 1938 earnings amounts to 380,165. During April, 29,191 statements of 1937 and 1938 recorded earnings were forwarded to wage earners and raised the cumulative total of such statements to 362,741.

Table 2.—*Employee accounts established in Baltimore, by States in which account numbers were issued, April 1940* [1]

Social Security Board region and State	Employee accounts established		
	April		Cumulative through April [2]
	Total	Net [2]	
Total	360,700	324,983	49,059,443
Region I:			
Connecticut	4,904	4,683	758,889
Maine	1,921	1,766	324,935
Massachusetts	9,381	8,699	1,903,365
New Hampshire	923	851	205,424
Rhode Island	1,845	1,788	337,087
Vermont	681	648	115,559
Region II:			
New York	40,226	36,484	6,465,398
Region III:			
Delaware	796	657	112,023
New Jersey	10,284	8,445	1,771,596
Pennsylvania	23,454	21,019	3,994,788
Region IV:			
District of Columbia	2,603	2,337	313,322
Maryland	5,306	4,881	692,950
North Carolina	8,599	7,653	1,038,390
Virginia	8,891	8,349	809,706
West Virginia	6,311	5,925	642,400
Region V:			
Kentucky	6,948	6,085	788,626
Michigan	12,014	11,068	2,175,023
Ohio	15,951	14,609	2,833,860
Region VI:			
Illinois	24,883	23,763	3,385,202
Indiana	8,474	8,074	1,279,312
Wisconsin	6,513	6,200	982,172
Region VII:			
Alabama	8,073	6,676	764,546
Florida	6,549	5,319	755,884
Georgia	8,735	6,419	954,852
Mississippi	4,794	3,778	440,071
South Carolina	4,825	3,869	553,905
Tennessee	9,952	8,868	849,934
Region VIII:			
Iowa	5,545	4,789	650,697
Minnesota	5,787	5,430	832,218
Nebraska	2,953	2,655	351,552
North Dakota	943	772	125,362
South Dakota	896	777	138,499
Region IX:			
Arkansas	8,639	8,186	435,090
Kansas	4,440	4,125	511,356
Missouri	11,259	10,266	1,362,766
Oklahoma	7,040	6,561	698,288
Region X:			
Louisiana	6,380	5,683	727,614
New Mexico	2,135	1,948	144,551
Texas	17,283	15,829	2,119,437
Region XI:			
Arizona	2,137	1,926	183,291
Colorado	3,188	2,597	395,493
Idaho	1,281	1,034	172,252
Montana	1,591	1,395	192,802
Utah	1,272	1,116	186,544
Wyoming	637	516	80,496
Region XII:			
California	21,909	19,677	3,160,366
Nevada	459	406	48,391
Oregon	2,836	2,624	420,081
Washington	5,919	5,526	683,040
Territories:			
Alaska	315	300	24,978
Hawaii	2,020	1,932	165,120

[1] Neither the monthly nor the cumulative total of accounts established should be taken as a measure of the number of persons engaged in employment covered by title II, since account numbers are issued to some persons who are not in such employment.
[2] Represents total less cancelations and voids plus reinstatements.

Employee Accounts Established in Baltimore

The 360,700 new accounts established during April represent an increase of 7.3 percent over the previous month. This increase is probably due to

Table 3.—*Claims for lump-sum death payments under the 1935 act:* [1] *Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by States, April 1940*

Social Security Board region and State	Number of claims		Amount certified	
	Received	Certified	Total	Average
Cumulative through April 1940	299,701	286,784	$17,868,277	$62.31
Total, April 1940	3,041	3,318	238,214	71.79
Region I:				
Connecticut	35	39	3,962	101.59
Maine	24	29	1,214	41.86
Massachusetts	117	148	14,467	97.75
New Hampshire	15	15	741	49.43
Rhode Island	11	22	1,220	55.46
Vermont	5	8	211	26.40
Region II:				
New York	437	444	45,430	102.32
Region III:				
Delaware	11	11	647	58.85
New Jersey	94	101	8,266	81.84
Pennsylvania	158	234	15,550	66.45
Region IV:				
District of Columbia	18	16	1,404	87.72
Maryland	39	44	3,389	77.02
North Carolina	55	48	1,881	39.18
Virginia	57	71	3,318	46.73
West Virginia	94	60	5,158	85.98
Region V:				
Kentucky	62	54	3,202	59.29
Michigan	107	97	7,342	75.69
Ohio	131	135	11,369	84.22
Region VI:				
Illinois	263	210	17,502	83.34
Indiana	60	63	3,870	61.43
Wisconsin	46	40	2,060	51.50
Region VII:				
Alabama	54	39	1,431	36.69
Florida	75	60	2,882	48.01
Georgia	68	83	2,465	29.70
Mississippi	37	37	886	23.94
South Carolina	28	34	1,428	42.01
Tennessee	46	36	858	23.85
Region VIII:				
Iowa	46	41	2,489	60.70
Minnesota	56	41	3,046	74.30
Nebraska	18	17	1,194	70.22
North Dakota	7	8	517	64.62
South Dakota	7	12	679	56.61
Region IX:				
Arkansas	49	38	976	25.69
Kansas	30	39	2,903	75.96
Missouri	42	79	4,664	59.04
Oklahoma	49	53	3,469	65.45
Region X:				
Louisiana	49	69	3,204	46.43
New Mexico	13	12	906	75.51
Texas	121	213	11,144	52.32
Region XI:				
Arizona	17	9	694	77.15
Colorado	21	37	2,637	71.24
Idaho	16	19	1,346	70.85
Montana	8	14	663	47.37
Utah	5	18	873	48.52
Wyoming	4	2	214	107.00
Region XII:				
California	210	264	22,205	84.11
Nevada	6	8	511	63.81
Oregon	31	40	2,174	54.36
Washington	47	77	6,745	87.60
Territories:				
Alaska	0	5	255	50.96
Hawaii	9	17	1,780	104.70
Foreign [2]	42	8	713	89.16

[1] Relate only to deaths prior to 1940.
[2] Claims received from persons in foreign countries.

new entrants into the labor market for the spring season and to the fact that April 30 was the end of the first quarter for reporting wages in 1940. In addition to 821 account forms voided because of typographical errors or illegible printing, 34,896 accounts were canceled in cases in which investigation showed that more than one account number was held by the same individual. The accounts established during April brought the net cumulative total to 49.1 million.

The concentration of industrial activity and consequently of covered employees in a very few States is reflected in the cumulative total of account numbers issued in such States. The account numbers issued in the two great industrial centers, New York and Pennsylvania, amount to a combined total of 10.5 million or over 21 percent of the total for the United States. The seven States in which the largest share of account numbers have been issued—California, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas—account for nearly 50 percent of the national total.

OPERATIONS UNDER THE RAILROAD RETIREMENT ACT*

Benefit Payments

Total benefit payments certified to the Secretary of the Treasury in April under the Railroad Retirement Act amounted to $9.9 million (table 1). This amount was nearly $441,000 higher than in March and $362,000 higher than in February, the highest previous month. Retroactive payments on newly certified, recertified, or reinstated claims are included in these figures, while payments of previous months canceled during the month are deducted. Total payments in the current fiscal year through April amounted to $94.4 million—$5.8 million or 6.6 percent more than in the same period of the preceding fiscal year. Total payments authorized by the Board since the beginning of the railroad retirement system have amounted to $288.9 million. Total obligations incurred by the system to date, however, exceed the amount of actual payments, since current certifications of annuities always involve retroactive payments.

The increase in total benefit payments from March to April is accounted for almost entirely by the increase in payments of employee annuities. There were also small increases in payments of survivor annuities, death-benefit annuities, and lump-sum death benefits, and the usual decrease in pension payments because of deaths among former carrier pensioners.

Changes in Annuities and Pensions in Force

The sharp rise in payments for employee annuities in April does not mean that the monthly obligations for employee annuities increased to the same extent. Changes in recurring obligations as reflected in the monthly amounts of employee annuities in force showed a net increase of $87,893 in April. This increase is slightly less than the average net increase during the 10 months of the current fiscal year and is in line with the general declining rate of increase.

The number of employee annuities in force in-

*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—*Railroad retirement: Benefit payments certified to the Secretary of the Treasury, by class of payment for specified periods, 1936–40* [1]

Period	Total payments [2]	Employee annuities	Pensions to former carrier pensioners	Survivor annuities	Death-benefit annuities	Lump-sum death benefits
Cumulative through April 1940	$288,860,379	$196,620,140	$85,466,757	$1,933,903	$1,819,806	$3,019,770
Fiscal years:						
1936–37	4,604,232	4,487,496		47,490	69,245	
1937–38	83,029,794	47,281,460	34,703,025	351,237	625,106	38,954
1938–39	[3] 106,841,752	[3] 75,158,195	[3] 28,886,278	738,748	703,221	1,335,307
1939–40 through April	94,384,600	69,692,978	21,877,453	746,426	422,232	1,645,508
March 1940	9,507,152	7,103,167	2,095,307	76,635	33,630	198,412
April 1940	9,947,830	7,515,235	2,078,878	82,238	46,688	224,709

[1] Figures are total amounts (cents omitted) certified to the Secretary of the Treasury for payment, including retroactive payments, minus cancelations reported during period. For definitions of classes of payments, see the *Bulletin*, July 1939, p. 7.

[2] Total benefit payments on basis of vouchers certified to the Secretary of the Treasury are $8.9 million more than total on basis of checks drawn by disbursing officer as shown on p. 79, table 7. Amounts are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of month, but checks are not drawn by disbursing officer until first of following month.

[3] Revised.

creased by a net of 1,313, resulting from 2,094 new certifications, 768 deaths, and some minor adjustments. The net increase was larger than in March but was slightly below the average for the 10 months of the current fiscal year. A net increase of 52 over the preceding month was reported for survivor annuities and of 34 for death-benefit annuities in force at the end of April. The increase in death-benefit annuities in April was contrary to the gradual decrease in this type of annuity observable for about a year. Death-benefit annuities, payable with respect to the deaths of annuitants under the 1935 act, will ultimately disappear, since they are payable for only 12 months and the number of employee annuities in force under the 1935 act is declining.

Average Payments

Payments of employee annuities initially certified in April averaged $62.52 per month. It is estimated that this average will be raised by about $2 when all employee annuities subject to recertification are recertified on a final basis. About 25 percent of the annuities initially certified by the Board are subject to recertification, because at the time of initial certification complete evidence as to service, earnings, and other information relating to the amount payable is not on hand.

For all employee annuities in force at the end of April, including those subject to recertification, the average monthly payment was $65.56. The average monthly pension was $58.59. For survivor annuities the average monthly payment amounted to $33.26 and for death-benefit annuities, $35.50.

During April, 1,439 lump-sum death benefits were initially certified at an average amount of $179.08. These figures compare with 999 certifications in March at an average of $177.67. Certifications for lump-sum death-benefit payments were higher in April than in any other month of the current fiscal year, but they reflect an increase in the rate of certification rather than an increase in deaths. The average lump-sum death benefit in April increased by $1.41 over March, which was less than the usual month-to-month increase. This change was probably due to the inclusion in the April certifications of a larger proportion of earlier claims. As employees accumulate additional credited compensation, the amounts payable in lump-sum death benefits increase from month to month.

Disability Claims

The Railroad Retirement Act of 1937 provides disability annuities for employees who are "totally

Table 2.—*Railroad retirement: Number of annuities and pensions in force and monthly amount payable at end of March and April 1940, and number of certifications and terminations in, and to the end of, April 1940* [1]

Period and administrative action	Total		Employee annuities [2]		Pensions to former carrier pensioners [3]		Survivor annuities		Death-benefit annuities [4]	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Mar. 31, 1940	141,264	$8,914,713	102,202	$6,698,722	36,181	$2,118,466	2,198	$73,505	683	$24,019
During April 1940: [5]										
Initial certifications	2,288	137,322	2,094	130,921	1	34	62	1,643	131	4,723
Terminations by death	1,264	73,605	768	48,565	395	21,579	7	252	94	3,208
Net adjustments	−21	+5,244	−13	+5,537	−2	−151	−3	−61	−3	−80
Cumulative through April 1940: [6]										
Initial certifications	175,436	10,430,294	120,162	7,382,935	48,516	2,808,898	2,352	77,685	4,406	160,775
Terminations by death	32,730	1,895,415	16,318	1,049,419	12,629	707,014	97	3,134	3,686	135,846
Net adjustments	−439	+448,794	−329	+453,100	−102	−5,114	−5	+284	−3	+524
In force as of Apr. 30, 1940	142,267	8,983,674	103,515	6,786,615	35,785	2,096,769	2,250	74,835	717	25,453

[1] Figures based on month in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. Correction for a claim that had been certified or terminated in error or for an incorrect amount is made in figures for month in which error was discovered and not in figures for month in which error was made. To this extent, the figures shown here differ slightly from actual administrative action.

[2] Excludes temporary annuities to former carrier pensioners of which 8, aggregating $265, remained in force on Apr. 30, 1940. For definitions of types and bases of certification of employee annuities, see the *Bulletin*, July 1939, pp. 15–19.

[3] Cumulative figures revised to exclude 237 pensioners, with a monthly amount payable of $12,288, who had died prior to July 1, 1937, but whose deaths had not been reported to the Board by that date.

[4] In a few cases payments are made to more than 1 survivor on account of the death of a single individual. Such payments are here counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable. Practically all terminations are of latter type.

[5] Certifications are added, terminations by death are subtracted, and net adjustments are added or subtracted as indicated. Net adjustments are obtained by adding reinstatements of suspended payments and subtracting terminations for reasons other than death (suspensions, returns to service, and commuted lump-sum payments). Recertifications ordinarily result in additions to amount payable but do not affect number of cases certified. For this reason, net amount of adjustment bears no relation to net number of cases reported as adjusted.

and permanently disabled for regular employment for hire."[1] Such annuities may be granted to employees with 30 years of credited service at any age below 65 and to employees with less than 30 years of credited service at age 60 to 65. A Disability Rating Board was established in October 1937 to determine the existence of disability as defined in the act.

The proportion of claims disallowed shows considerable variation from year to year and also from month to month (table 3). The fact that the percentage of disallowed disability claims in 1938–39 was almost twice that for the preceding fiscal year may be due to a tendency to adjudicate first the clearer cases of disability. For the 10 months of the current fiscal year, disallowed claims averaged 16.7 percent as against 19.3 percent for the full year 1938–39. All but 2 months of the current fiscal year show a lower percentage disallowed than in 1938–39.

The gradual decline in disability claims disallowed from over 21 percent in September and October 1939 to less than 15 percent in February, March, and April 1940 may possibly be explained on the ground that applicants for such annuities are by now better informed concerning what constitutes "total and permanent" disability, unfitting them for "regular employment for hire."

[1] Under the 1935 act an employee may be granted an annuity if he is "retired by a carrier on account of mental or physical disability."

Table 3.—*Disability claims initially handled by the Disability Rating Board for specified periods, 1937–40*

Period	Total	Allowed		Disallowed	
		Number	Percent	Number	Percent
Cumulative through April 1940	27,733	23,302	84.0	4,431	16.0
Fiscal year:					
1937–38 (9 months) [1]	7,970	7,194	90.3	776	9.7
1938–39	13,403	10,813	80.7	2,590	19.3
1939–40 through April	6,360	5,295	83.3	1,065	16.7
July–December 1939	4,114	3,370	81.9	744	18.1
July	673	558	82.9	115	17.1
August	720	631	87.6	89	12.4
September	558	439	78.7	119	21.3
October	919	724	78.8	195	21.2
November	665	542	81.5	123	18.5
December	579	476	82.2	103	17.8
January–April 1940	2,246	1,925	85.7	321	14.3
January	657	551	83.9	106	16.1
February	537	474	88.3	63	11.7
March	509	433	85.1	76	14.9
April	543	467	86.0	76	14.0

[1] Revised.

However, in recent months applications for disability annuities have increased from 487 in December 1939 to 744 in April 1940. It is possible that when these claims are adjudicated the percentage of disallowed claims will again increase.

It should be noted that the disallowance of a disability annuity does not deprive an employee of his rights to any other claim. He may qualify for a reduced age annuity if he chooses to retire before age 65, provided he has had 30 years of service, or he may wait until he attains age 65 and retire on a full age annuity.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

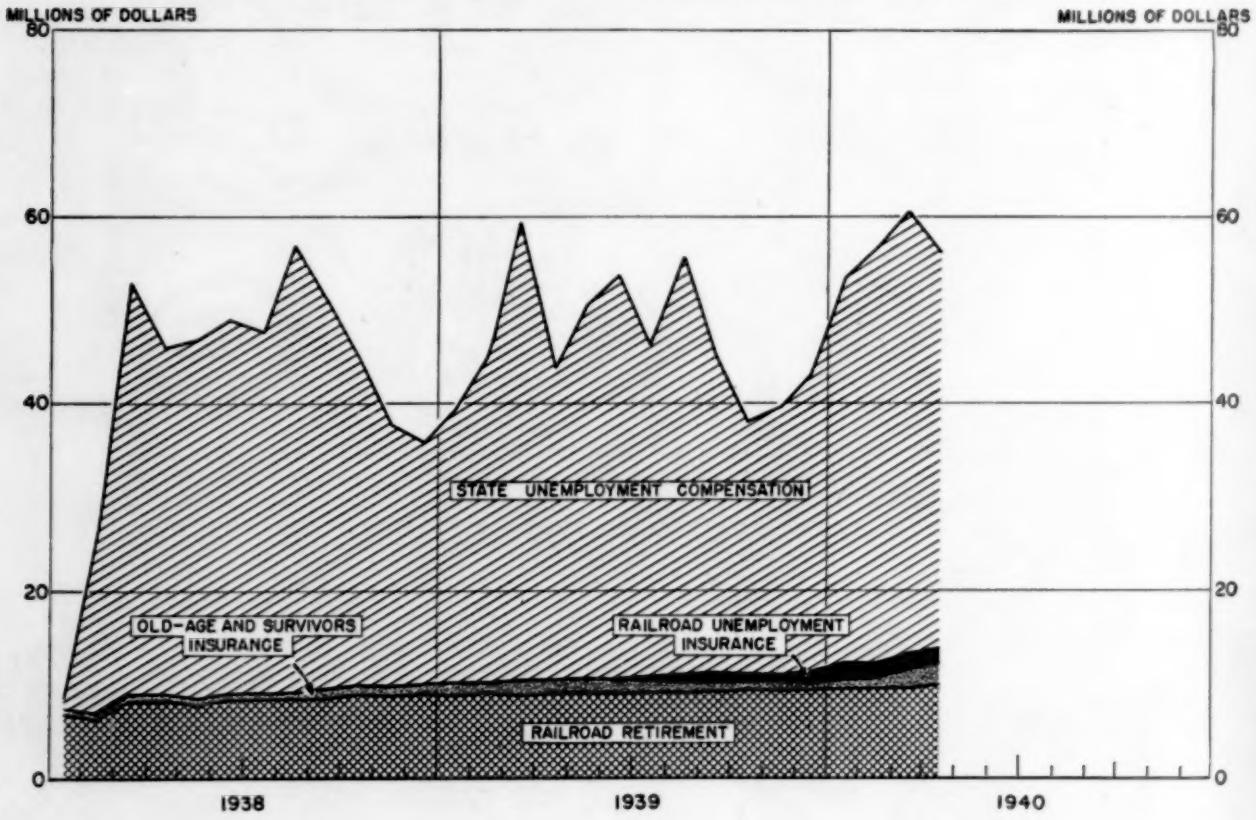
SOCIAL INSURANCE PAYMENTS UNDER SELECTED PROGRAMS

Payments under four selected Federal and Federal-State social insurance programs[1] for workers in industrial and commercial employment declined from $60.5 million in March to $56.1 million in April, slightly below the February level (table 1). The decline was entirely in unemployment benefits. Payments under the State unemployment compensation laws decreased 10.3 percent—from $47.1 million to $42.3 million. This drop undoubtedly reflects seasonal reemployment of compensable workers and increased employment opportunities in industries with war orders, but it is influenced also by the filing of waiting-period rather than compensable claims in New York, Illinois, Massachusetts, and several other States where new uniform benefit years begin in April. As shown clearly in chart I, the March-April decline in State unemployment benefits is much less than that (31.5 percent) reported for the same period of 1939. Payments under the Railroad Unemployment Insurance Act declined 13.6 percent to $1.6 million, partly because of seasonal reemployment of maintenance-of-way workers and partly because of the exhaustion of benefit rights in the benefit year which began July 1, 1939.

Monthly benefit payments under the 1939 amendments to the Social Security Act increased 40.8 percent over March payments, and lump-sum death payments, payable when no survivors are entitled to monthly benefits for the month in which the worker died, increased 20.6 percent.

[1] For definitions of terms used in this article and for earlier data, see the *Bulletin*, March 1940, pp. 27–36.

Chart I.—*Social insurance payments under selected programs, January 1938–April 1940*



Lump-sum death payments under the 1935 act, payable with respect to deaths before January 1, 1940, continued to decline. Payments under the Railroad Retirement Act increased in April.

The amount actually paid in any month in monthly benefits under the old-age and survivors insurance program will always differ from the amount payable on claims allowed through that month for several reasons. Some claims are terminated because of the death of the claimant; in other cases payments are suspended because the claimant received current wages in covered employment of more than $15 in the month; in the early months of operation under the 1939 amendments deductions from current monthly benefits of amounts previously received as lump-sum payments at age 65 result in the postponement of payments in many cases. Of the 62,400 beneficiaries whose claims had been allowed by the end of April, almost 10,000 did not receive payments during April. However, almost 6,000 of the 52,700 beneficiaries in April received two checks during the month because of time elapsing between the date of entitlement and the date of first payment. Retroactive payments in April exceeded by more than $100,000 the aggregate monthly amounts payable to beneficiaries whose claims are in suspense or have been terminated. As a result total payments during April were $1.3 million (table 1) as contrasted with total monthly amounts payable on claims allowed through April of $1.2 million (table 3).

Table 1.—*Social insurance payments under selected programs, calendar years 1936–39, and by months, January 1939–April 1940* [1]

[In thousands]

Year and month	Total	Old-age and survivors insurance payments							Unemployment insurance payments		
		Total	Under the Social Security Act			Under the Railroad Retirement Act [2]			Total	Under State unemployment compensation laws [6]	Under the Railroad Unemployment Insurance Act [7]
			Monthly benefits—primary, supplementary, and survivors [3]	Lump-sum death payments under 1939 amendments [3]	Lump-sum payments under 1935 act [4]	Employee annuities and pensions	Survivor and death-benefit annuities	Lump-sum death payments			
1936 total	$816	$685				$673	$12		$131	$131	
1937 total	44,218	42,086			$1,278	40,354	454		2,132	2,132	
1938 total	[8] 505,335	108,934			10,478	96,763	1,381	$312	396,401	396,401	
1939 total	559,850	124,263			13,895	107,025	1,445	1,898	435,587	429,820	$5,767
January	39,432	10,229			1,255	8,738	117	119	29,203	29,203	
February	45,074	10,329			1,169	8,858	119	183	34,745	34,745	
March	59,405	10,532			1,541	8,625	105	261	48,873	48,873	
April	44,055	10,597			1,466	8,808	126	197	33,458	33,458	
May	50,637	10,707			1,525	8,894	123	165	39,930	39,930	
June	53,770	10,609			1,518	8,805	148	138	43,161	43,161	
July	46,384	10,511			1,323	8,929	128	131	35,873	35,596	277
August	55,613	10,100			953	8,894	115	138	45,513	44,491	1,022
September	44,989	10,003			793	8,965	121	124	34,986	33,656	1,330
October	37,960	10,293			806	9,180	109	198	27,667	26,690	977
November	39,556	10,235			891	9,097	122	125	29,321	28,369	952
December	42,975	10,118			655	9,232	112	119	32,857	[9] 31,648	1,209
1940											
January	53,382	10,496	$76	$3	913	9,184	108	212	42,886	[9] 41,066	1,820
February	56,728	10,580	251	159	584	9,297	114	175	46,148	[9] 44,351	1,797
March	60,470	11,493	915	659	412	9,199	110	198	48,977	[9] 47,142	1,835
April	56,145	12,268	1,288	795	238	9,594	128	225	43,877	[9] 42,292	1,585

[1] Payments to individual beneficiaries under the program figures exclude cost of administration.

[2] Amounts certified to the Secretary of the Treasury for payment, including retroactive payments; because of adjustments required by law, amounts are less than total amounts payable on claims allowed.

[3] Payable with respect to deaths of fully or currently insured workers after Dec. 31, 1939, in cases where no survivor could be entitled to monthly benefits for the month in which the worker died.

[4] Figures for September and subsequent months are for lump-sum death payments with respect to deaths of covered workers prior to Jan. 1, 1940. Figures through August 1939 include payments at age 65 totaling $9.9 million; for monthly distribution of these payments, see the *Bulletin*, March 1940, p. 31, table 1.

[5] Amounts certified to the Secretary of the Treasury for payment. Figures for any month represent payments certified during month, including retroactive payments, minus cancelations reported during month.

[6] Amount of checks issued, as reported by the State agencies to the Division of Research and Statistics, Bureau of Employment Security.

[7] Amounts certified by regional offices of the Railroad Retirement Board to regional disbursing officers of the U. S. Treasury. Figures for any month represent payments certified during month, including retroactive payments minus cancelations reported during month.

[8] For monthly figures for 1938, see the *Bulletin*, March 1940, p. 31, table 1.

[9] Includes $1.2 million paid in Ohio in December 1939 and $0.1 million in the 4 months following as adjustments on payments for previous months of 1939, resulting from recalculation of weekly benefit amounts in accordance with a court decision.

Table 2.—*Individuals receiving social insurance payments under selected programs, by months, January 1939–April 1940*

[In thousands]

Year and month	Old-age and survivors insurance beneficiaries						Unemployment insurance beneficiaries	
	Under the Social Security Act			Under the Railroad Retirement Act				
	Monthly benefits—primary, supplementary, and survivors [1]	Lump-sum death payments under 1939 amendments	Lump-sum payments under 1935 act [2]	Employee annuities and pensions [3]	Survivor and death-benefit annuities [3] [4]	Lump-sum death payments [5]	Under State unemployment compensation laws [6]	Under the Railroad Unemployment Insurance Act [7]
1939								
January			18.7	123.0	2.1	1.7	657.2	
February			17.5	124.6	2.2	1.9	769.8	
March			21.7	126.1	2.3	2.6	833.2	
April			19.4	127.4	2.4	2.2	685.1	
May			19.3	128.6	2.5	1.6	776.0	
June			18.2	129.7	2.6	1.3	802.2	
July			15.7	130.7	2.6	.8	764.9	18.3
August			10.9	131.5	2.6	1.2	797.2	30.5
September			8.6	132.6	2.7	.9	729.9	50.2
October			8.6	133.7	2.7	1.3	801.7	30.5
November			9.4	134.9	2.7	1.2	637.0	28.3
December			6.8	136.1	2.8	.7	658.3	37.3
1940								
January	3.7	(8)	8.9	136.6	2.8	1.0	874.8	57.0
February	8.4	1.0	6.2	137.6	2.8	1.2	985.5	52.8
March	32.6	4.3	5.2	138.4	2.8	1.0	1,095.2	57.2
April	52.7	6.2	3.3	139.3	3.0	1.4	960.7	51.0

[1] Represents number of individuals for whom monthly benefits were certified to the Secretary of the Treasury during month; is less than number whose claims were allowed during same period. See table 3.

[2] Figures for September and subsequent months are for lump-sum death payments with respect to deaths of covered workers prior to Jan. 1, 1940. Figures for January–August 1939 include 59,380 individuals who received payments at age 65. For monthly distribution of these beneficiaries, see the *Bulletin*, March 1940, p. 32, table 2.

[3] Number of individuals on rolls at end of month specified, based on month in which annuity or pension was certified or terminated upon notice of death rather than on month in which annuity or pension began to accrue or beneficiary died.

[4] Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

[5] Based on months ended on 20th calendar day; 2 or more individuals sharing 1 lump-sum payment are counted as 1.

[6] For 1939, represents number of individuals receiving benefits during middle week of month specified. For 1940, represents average number of weeks of unemployment compensated in calendar weeks ended within month.

[7] Number of individuals receiving benefits, for days of unemployment in registration periods of 15 consecutive days, during second and third weeks of month.

[8] Less than 100.

The number of beneficiaries under the selected programs (table 2) showed changes corresponding to the fluctuations in payments. The number of unemployment insurance beneficiaries under both the State and the railroad programs decreased, although the combined total still exceeds one million individuals. The number receiving retirement benefits and monthly survivor benefits under the Railroad Retirement Act increased slightly, while the number receiving monthly benefits under the Social Security Act increased 61.7 percent.

The 52,700 individuals receiving these latter benefits include retired workers over 65, their wives or widows over 65 and a few children under 18, and widows and orphans of younger workers who died currently insured. While separate data for these different types of beneficiaries are not at present available, it is clear from the data on claims allowed for monthly benefits (table 3) that the retired workers represent the great majority of beneficiaries. Children, including children of primary beneficiaries and orphans of deceased insured workers, represent one-fifth of the total beneficiaries; since a child's benefit is only one-half of the primary benefit on which it is based, however, children's benefits represent only one-eighth of the total benefits awarded.

The amount of monthly benefits (table 1) should not be divided by the number of beneficiaries in the same category (table 2) to obtain an average benefit amount. The retroactive payments in-

Table 3.—*Number and amount of monthly benefits allowed under the Federal old-age and survivors insurance program, by type of beneficiary, January–April 1940*

Type of beneficiary	Monthly benefits allowed			
	Number	Percent	Amount	Percent
Total	62,364	100.0	$1,173,933	100.0
Retired workers, aged 65 or over	38,915	62.4	849,621	72.4
Wives, aged 65 or over	6,307	10.1	73,692	6.3
Widows, aged 65 or over	396	.7	8,130	.7
Children	12,185	19.5	149,567	12.7
Widows with young children	4,561	7.3	92,923	7.9

cluded in initial certifications for continuing benefits under both the Social Security Act and the Railroad Retirement Act, and the different rates at which benefits are computed for different types of beneficiaries here grouped together, would make such averages meaningless. Similarly, the average number of unemployment insurance beneficiaries per week or half-monthly period should not be divided into benefits paid in the calendar month. For data on average benefit payments, see the Employment Security section of the Bulletin.

FINANCIAL AND ECONOMIC DATA

Review of Grants Programs, Fiscal Years 1936–41

Programs involving Federal grants to States under the Social Security Act have now been in operation for 5 years; under the Wagner-Peyser Act, Federal grants have been made for 7 years. During the fiscal years 1936–41, total appropriations and expenditures for these combined programs show sizable increases, with the larger percentage gains in the earlier years of operation (table 1). All the programs shared in this upward movement but in varying proportions.

Budget estimates of appropriations for the fiscal year 1940–41 for all these programs, exclusive of vocational rehabilitation, amount to $416.2 million. Through April of the current fiscal year, grants to States under the Social Security Act on a checks-paid basis totaled $321.0 million (table 4). An unexpended balance of $37.7 million remains available for the current fiscal year, exclusive of unexpended balances of prior fiscal years. Grants under the Wagner-Peyser Act for the same period totaled $3.3 million on a checks-issued basis, leaving an unexpended 1939–40 appropriation balance of $200,000.

The importance of the Federal grant-in-aid programs extends to a wide field of economic and financial activity. From the administrative point of view the grants illustrate a method of Federal-State financing which raises basic questions of

Table 1.—*Federal appropriations [1] and expenditures [2] for grants programs under the Social Security Act and the Wagner-Peyser Act, by fiscal years, 1936–41* [3]

[In millions]

Agency and program	1935–36		1936–37		1937–38		1938–39		1939–40		1940–41	
	Appropriations	Expenditures	Appropriations	Expenditures	Appropriations	Expenditures	Appropriations	Expenditures	Appropriations	Expenditures [4]	Appropriations	Expenditures [4]
Total [5]	$44.3	$29.9	$176.6	$109.1	$237.6	$275.3	$344.2	$325.5	$362.2	$353.8	$416.2	$409.9
Federal Security Agency:												
Social Security Board:												
Old-age assistance	24.7	19.7	85.0	124.8	132.0	182.2	214.0	210.2	225.0	220.0	245.0	245.0
Aid to dependent children	5.0	2.0	35.0	14.3	54.6	25.5	45.0	31.5	45.0	43.0	75.0	70.0
Aid to the blind	2.0	1.0	8.0	4.6	10.0	5.2	8.0	5.3	8.0	7.5	10.0	9.4
Unemployment compensation administration	2.3	[6] 1.9	29.0	[6] 9.1	22.5	[6] 41.9	50.0	[6] 58.8	61.5	[6] 61.0	61.0	[6] 61.0
Employment service [6]	3.2	2.1	2.8	2.3	2.5	3.7	2.0	3.5	3.5	3.4	3.0	3.0
Public Health Service: [7]												
Public-health work	3.3	2.4	8.0	7.8	8.0	8.9	8.0	8.0	9.5	9.4	11.0	10.5
Office of Education: [8]												
Vocational rehabilitation	.4	(9)	.8	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)	(9)
Department of Labor, Children's Bureau:												
Maternal and child-health services	1.6	1.0	3.7	3.1	3.7	3.8	3.8	3.7	4.8	4.7	5.8	5.7
Services for crippled children	1.2	.6	2.9	2.1	2.8	2.7	2.9	3.0	3.4	3.3	3.9	3.8
Child-welfare services	.6	.2	1.4	1.0	1.5	1.4	1.5	1.5	1.5	1.5	1.5	1.5

[1] Excludes unexpended balance of appropriations for previous fiscal year.
[2] Based on checks cashed and returned to the U. S. Treasury, except in the case of grants for employment service under the Wagner-Peyser Act (for 1936–39) which are based on checks issued. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.
[3] Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which $4,500 was appropriated in 1935–36, $74,420 in 1936–37, $95,000 in 1937–38, $104,650 in 1938–39, and $111,500 in 1939–40 for administration in the Office of Education, and $1.8 million in 1937–38 and 1938–39, and $1,938,000 in 1939–40 for grants to States.
[4] Estimates of the Budget of the United States Government, 1941.
[5] Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.
[6] Prior to July 1, 1939, under the U. S. Department of Labor.
[7] Prior to July 1, 1939, under the U. S. Treasury Department.
[8] Prior to July 1, 1939, under the U. S. Department of the Interior.

Source: Appropriations acts for the different fiscal years (appropriations 1936–39), Daily Statement of the U. S. Treasury (expenditures for 1936–39), The Budget of the United States, 1941 (appropriations and expenditures 1940–41).

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fiscal policy. For these programs—particularly the public assistance programs—it is not possible to forecast precisely the budgetary requirements because they depend on the number of individuals qualifying for assistance, the State standards of payments from year to year, the scope of the service programs, and the fiscal capacity of the States.

Enacted at a time when established lines between State and Federal responsibility for social welfare had been partially disrupted by the need for relief expenditures, the Social Security Act served to redefine responsibility for long-range social programs and to add the financial and technical assistance of the Federal Government to the States. Established procedures in allocating Federal funds to States have in general been followed, with modifications to provide greater flexibility in administration and to make funds available for carrying out at least minimum programs in States with limited fiscal resources.

The financial provisions of the 9 grant-in-aid programs under the Social Security Act, and an additional program for the maintenance of public employment offices under the Wagner-Peyser Act, are summarized in table 2.

Many of the grants programs in effect prior to the enactment of the Social Security Act required State matching of Federal funds on a dollar-for-dollar basis. The same type of matching provision is applied in the three public assistance programs and in grants for vocational rehabilitation, and

Table 2.—*Financial provisions of Federal grants programs under the Social Security and Wagner-Peyser Acts*[1]

[Items within brackets from rulings of administrative agencies]

Agency and program	Maximum Federal contribution authorized by law per fiscal year [2]		Basis of allotment	Minimum State and local share of expenditures if participating (percent)	
	1935 act	1939 amendments		1935 act	1939 amendments
Social Security Board:					
Old-age assistance	$15 per month per eligible person.	$20 per month per eligible person.	Estimate of the Board based on (a) State estimate of total quarterly expenditures. (b) Number of aged individuals in State. (c) Other investigation the Board finds necessary.	50	50
Aid to dependent children.	$6 per month for first child aided in family. $4 per month for each additional child aided in family.	$9 per month for first child aided in family. $6 per month for each additional child aided in family.	Estimate of the Board based on (a) State estimate of total quarterly expenditures. (b) Number of dependent children in State. (c) Other investigation the Board finds necessary.	66⅔	50
Aid to the blind	$15 per month per eligible person.	$20 per month per eligible person.	Estimate of the Board based on (a) State estimate of total quarterly expenditures. (b) Number of blind individuals in State. (c) Other investigation the Board finds necessary.	50	50
Unemployment compensation administration.[3]	$4,000,000 for 1935–36; $49,000,000 thereafter	$80,000,000	Estimate of the Board based on (a) Population of State. (b) Estimate of number of persons covered by State law and of cost of administration. (c) Other factors the Board finds relevant.	0	0
Employment service [1]	[4] $4,000,000		Available funds apportioned by the Board according to population of State, with a minimum of $10,000 to each State in each fiscal year.	[4] 50	
Public Health Service:			Allotment in three parts,[5] estimated by Surgeon General on basis of:		
Public-health work	$8,000,000	$11,000,000	(a) Population of State	[4] 50	[4] 50
			(b) Special health problems. [This provision of the law is implemented by following specific bases of allotment:		
			(1) Ratio which mean annual number of deaths in each State from pneumonia, cancer, and other infectious and parasitic diseases, except influenza and syphilis, bears to total mortality from these causes in the United States for 1931–34.	[4] 50	[4] 50
			(2) Prevalence of geographically limited diseases, special industrial hazards, and other conditions that result in an inequality of exposure to these hazards among the States.	[4] 50	[4] 50
			(3) Special conditions which create unequal burdens in administration of equal public-health services among the States, indicated by relative per capita cost of operation and maintenance of State governmental services for 1929–33.	0	0
			(4) The need for regional training centers]	0	0
			(c) Financial needs. [This statutory provision is implemented by a determination of ability of the State to raise revenue, expressed indirectly in terms of differences in 5-year mean per capita income.]	0	0
Office of Education:					
Vocational rehabilitation.	[7] $841,000 for 1935–36 and 1936–37; $1,938,000 thereafter.	[7] $3,500,000	Funds allocated according to ratio of population of State to population of United States, with $15,000 for Hawaii, and a minimum of $20,000 to each State in each fiscal year. A special act provides additional annual appropriation of $5,000 for Hawaii, thus making its annual allotment same as minimum for each State.	50	50

See footnotes at end of table.

for a part of the Federal allotments for maternal and child-health services and services for crippled children.

Differences in the capacity of States to finance shares of the required expenditures, as well as the desire of the Federal Government for at least a minimum program in each State, led to the use of another familiar grants device—the unmatched Federal grant. Unmatched grants are made for unemployment compensation administration. Grants for child-welfare services are unmatched with reference to State services and are available to pay "part of the cost" of local services. Also a part of the allotments for maternal and child-health services and services to crippled children is not required to be matched. Although no provisions are made in the Social Security Act for matching Federal grants for public-health services, some matching provisions have been developed in administering the law.

Grants for State and local public-health services are allotted by the Surgeon General, with the approval of the Federal Security Administrator, on the basis of the population, the special health

Table 2.—*Financial provisions of Federal grants programs under the Social Security and Wagner-Peyser Acts*—Continued

[Items within brackets from rulings of administrative agencies]

Agency and program	Maximum Federal contribution authorized by law per fiscal year [1]		Basis of allotment	Minimum State and local share of expenditures if participating (percent)	
	1935 act	1939 amendments		1935 act	1939 amendments
Department of Labor, Children's Bureau:					
Maternal and child-health services.	$3,800,000	$5,820,000	Allotment in three parts, by the Secretary of Labor on basis of:		
	(a) $1,020,000	(a) $1,040,000	(a) $20,000 to each State and Territory	50	50
	(b) $1,800,000	(b) $2,800,000	(b) Such part of maximum authorization as number of live births in State bore to total number of live births in United States in latest calendar year for which data are available.	50	50
	(c) $980,000	(c) $1,980,000	(c) A portion of maximum authorization according to financial need of each State for assistance in carrying out State plan. [This statutory provision is supplemented by conditional apportionments each year made on basis of $5,000 to each State and Territory and selected factors indicative of need such as: (1) Sparsity of population. (2) Excess infant mortality. (3) Excess maternal mortality. (4) Continuation of special projects. The final allotment of this fund is made after consideration of needs shown in State plans submitted each year.]	0	0
Services for crippled children.	$2,850,000	$3,870,000	Allotment in three parts, by the Secretary of Labor on basis of:		
	(a) $1,020,000	(a) $1,040,000	(a) $20,000 to each State and Territory	50	50
	(b) $1,830,000	(b) $1,830,000	(b) A portion of $1.83 million, according to need of each State after taking into consideration number of crippled children in need of services and cost of furnishing such services.	50	50
		(c) $1,000,000	(c) A portion of $1.0 million, according to financial need of each State, after taking into consideration number of crippled children in each State in need of services and cost of furnishing such services. [This statutory provision is supplemented by conditional apportionments each year made on basis of selected factors indicative of need such as: (1) Per capita income. (2) Sparsity of population. (3) Cases of poliomyelitis. (4) Deaths of children from heart disease. (5) Numbers of crippled children on State registers.]	----------	0
Child-welfare services	$1,500,000	$1,510,000	Allotment in two parts, by Secretary of Labor on basis of:		
	(a) $510,000	(a) $520,000	(a) $10,000 to each State and Territory	(2)	(2)
	(b) $990,000	(b) $990,000	(b) Such portion of $990,000 according to Federal-State plan, not to exceed ratio of rural population in State to rural population in United States.	(2)	(2)

[1] Grants under the Wagner-Peyser Act, although not included in the Social Security Act, have been administered by the Social Security Board since July 1939 and are therefore included.

[2] Unless otherwise indicated.

[3] Includes grants by Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

[4] Amounts allocated to each State must be equally matched by State or any agency thereof, but State government itself must appropriate minimum of 25 percent of Federal apportionment according to population, and not less than $5,000.

[5] By regulation of the Surgeon General for fiscal year 1939–40, allotments are distributed as follows: on basis of population, 29.1 percent of available appropriations; on basis of special health problems, 41.8 percent; and on basis of financial needs, 29.1 percent.

[6] Matching requirements by regulation of the Surgeon General.

[7] Appropriations for 1935–36 and 1936–37 were provided in the Social Security Act in addition to amount of existing authorization under act entitled "An act to provide for the promotion of vocational rehabilitation of persons disabled in industry or otherwise and their return to civil employment," approved June 2, 1920, as amended. For subsequent years, authorization under the Social Security Act represents full amount available for grants for vocational rehabilitation.

[8] Federal funds can be used for payment of "part of cost" only of local child-welfare services.

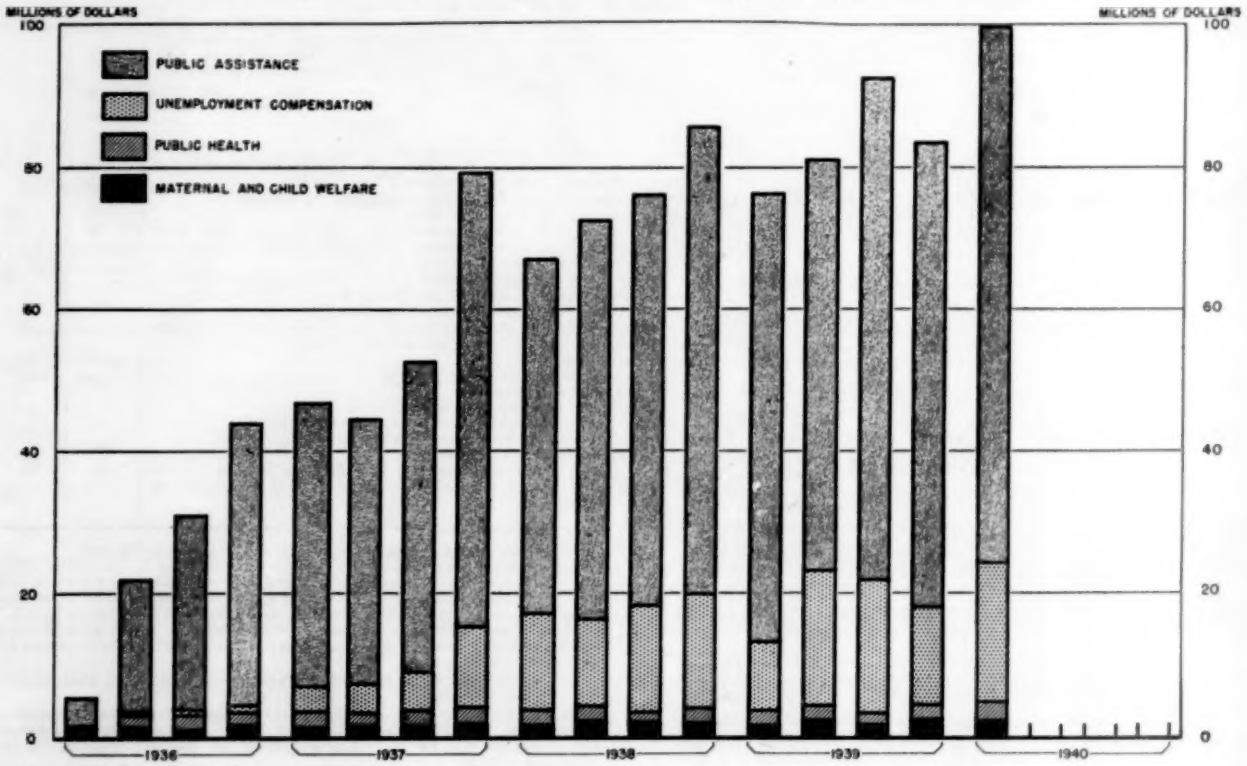
Sources: Social Security Act of 1935; Social Security Act Amendments of 1939; House Hearings, Department of Labor-Federal Security Agency, Appropriation Bill for 1941; Regulations of the Surgeon General for the fiscal year 1939–40.

problems, and the financial needs of the various States. The amounts paid each State from such allotments are determined in accordance with rules and regulations prescribed by the Surgeon General. These regulations for the fiscal year 1939–40 require that the allotment made on the basis of population and the part allotted on the basis of the special health problems shall be matched by at least an equal amount of State and local public funds appropriated and expended for public-health work. The Surgeon General may waive matching requirements in those States where the per capita appropriation for the State health department exceeds the average per capita appropriations of all the States for the same purpose. The regulations do not require the matching of allotments on the basis of financial needs.

Grants under the Social Security and Wagner-Peyser Acts, like earlier grants, are of two types. One, the "closed-end" grant, is limited by enabling legislation to a maximum authorization for annual appropriation; the other, or "open-end" grant, authorizes appropriations of amounts necessary to carry out the purposes of the program. The latter grants are limited only by the amount of funds made available by the States within the framework of other provisions of the law; they are therefore, in effect, limited by the willingness and ability of the States to make funds available for the programs.

The three public assistance programs involve open-end grants; that is, no ceiling is set in the act for the aggregate amount to be appropriated. The effective limit is determined by the number of needy eligible persons which the States take on their rolls and by the amounts which the States pay per recipient, within the limits of the amount per person which the Federal Government will match. The grants programs administered under the act by agencies other than the Social Security Board, as well as grants for unemployment compensation and grants under the Wagner-Peyser Act, are closed-end grants, limited by statute to specific maximum authorizations. The maximum amounts of these authorizations are indicated in table 2.

Chart I.—*Federal grants to States under the Social Security Act, by quarters, 1936–March 1940* [1]



[1] Excludes grants for vocational rehabilitation.

Source: Daily Statement of the U. S. Treasury.

The annual appropriations for certain of the programs shown in table 1 do not indicate the total funds available each year, because of the statutory provisions for carrying over unexpended appropriation balances. Matched-grant allotments for maternal and child-health services and services for crippled children, as well as the grant allotments for child-welfare services, are available to the States until the end of the second succeeding fiscal year. No payment may be made to a State from a current allotment until the allotment for the preceding fiscal year has been exhausted or is no longer available. The allotments to any State for public-health work remaining unpaid at the end of a fiscal year are available for allotment to States for the succeeding fiscal year in addition to the amount appropriated for such year. Under the Wagner-Peyser Act, amounts apportioned to any State for any fiscal year are available for expenditure by such

Table 3.—*Social security and railroad retirement receipts, expenditures, and issues and total Federal receipts, expenditures, and debt for specified periods, 1936–40*

[In millions]

Period	General and special accounts										Trust accounts, etc.,[7] excess receipts (+) or expenditures (−)	Change in general-fund balance	Public debt				
	Receipts of Federal Government				Expenditures[2] of Federal Government												
						Under the Social Security Act		Under the Railroad Retirement Board									
	Total	Social security taxes[1]	Railroad retirement and unemployment taxes[3]	All other	Total	Administrative expense and grants to States[4]	Transfers to old-age and survivors insurance trust fund[5]	Administrative expense[6]	Transfers to railroad retirement account	All other	Excess receipts (+) or expenditures (−)		Total	Old-age and survivors insurance trust fund[5]	Unemployment trust fund[8]	Railroad retirement account	All other
Fiscal year:																	
1936–37	$5,294	$252	(9)	$5,042	$8,442	$183	$265	$1	.....	$7,993	−$3,149	+$374	−$128	$36,425	$267	$312	.....	$35,846
1937–38	6,242	604	$150	5,488	7,626	291	387	3	$146	6,799	−1,384	+306	−338	37,165	662	872	$66	35,565
1938–39	5,668	631	109	4,928	9,210	342	503	[6] 3	107	8,255	−3,542	+890	+622	40,440	1,177	1,267	67	37,929
10 months ended:																	
April 1938	5,092	495	124	4,473	6,128	246	385	2	146	5,349	−1,036	+40	+135	37,510	647	741	70	36,052
April 1939	4,659	509	82	4,068	7,514	292	397	3	107	6,715	−2,856	+780	+828	40,063	1,044	1,172	77	37,770
April 1940	4,741	577	92	4,072	7,868	339	403	[6] 6	117	7,003	−3,127	+280	−628	42,658	1,565	1,640	77	39,376
1939																	
April	268	30	(9)	238	785	37	55	(9)	0	693	−517	+93	−346	40,063	1,044	1,172	77	37,770
May	397	118	6	273	744	32	50	(9)	(9)	662	−348	+9	−119	40,282	1,094	1,280	67	37,841
June	613	4	21	588	951	17	56	(9)	(9)	878	−339	+95	−86	40,440	1,177	1,267	67	37,929
July	308	35	1	272	807	43	43	(9)	22	699	−499	−113	−391	40,661	1,220	1,253	69	38,119
August	420	115	4	301	822	36	48	1	18	719	−402	−44	−216	40,891	1,263	1,382	77	38,169
September	719	3	24	692	784	20	43	1	7	713	−65	+46	−53	40,858	1,306	1,363	77	38,112
October	322	34	1	287	764	45	43	1	10	665	−442	−1	−264	41,036	1,349	1,370	77	38,240
November	407	125	4	278	691	24	43	1	10	613	−284	+267	+252	41,305	1,392	1,512	77	38,324
December	569	5	25	539	880	20	48	1	10	801	−311	−16	+311	41,942	1,435	1,509	77	38,921
1940																	
January	315	45	(9)	270	712	41	.....	1	10	660	−398	+37	−194	42,110	1,435	1,537	77	39,061
February	444	172	6	266	668	38	.....	(9)	10	620	−224	+36	+67	42,365	1,435	1,640	77	39,213
March	934	3	27	904	956	27	[10] 135	1	.....	793	−22	+11	+164	42,540	1,570	1,622	77	39,271
April	304	39	(9)	265	783	47	.....	(9)	20	716	−479	+58	−303	42,658	1,565	1,640	77	39,376

[1] Titles VII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Amendments to the Social Security Act, approved Aug. 10, 1939, permit citation of subchs. A and C as "Federal Insurance Contributions Act" and "Federal Unemployment Tax Act," respectively.

[2] Represents total collections under the Carriers Taxing Act and 10 percent of amount collected by the Railroad Retirement Board under sec. 8 (a) of the Railroad Unemployment Insurance Act, which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for administrative expenses of the Railroad Retirement Board in administering the act. Remaining 90 percent of collections under the Railroad Unemployment Insurance Act are deposited in railroad unemployment insurance account in unemployment trust fund.

[3] Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

[4] Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations in the U. S. Public Health Service. See table 4, footnote 1.

[5] Prior to January 1940, data represent operations of old-age reserve account.

[6] Includes expenditures for administration of railroad unemployment insurance, amounting to $500,000 in fiscal year 1938–39 and $4.1 million in 10 months ended April 1940.

[7] Includes all trust accounts, increment resulting from reduction in weight of the gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

[8] Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State agency.

[9] Less than $500,000.

[10] Excludes reimbursement to Treasury for administrative expenses amounting to $6.2 million.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

State until the end of the next fiscal year. Funds remaining unexpended after this period are reapportioned among the States.

In each of the programs for which a maximum

Table 4.—*Federal appropriations and expenditures under the Social Security Act for the fiscal years 1938–39 and 1939–40 (expenditures through April)* [1]

[In thousands]

Item	Fiscal year 1938–39		Fiscal year 1939–40	
	Appropriations [2]	Expenditures through April [3]	Appropriations [2] [4]	Expenditures through April [3]
Total, administrative expenses and grants to States	$364,855	$291,872	$383,844	$339,220
Administrative expenses	22,705	17,706	25,188	18,248
Federal Security Agency, Social Security Board: Salaries, expenses, and wage records	22,300	17,383	24,750	17,924
Department of Labor, Children's Bureau: Salaries and expenses	325	258	338	263
Department of Commerce, Bureau of the Census: Salaries and expenses	80	64	100	61
Grants to States	342,150	274,166	358,655	320,972
Federal Security Agency			349,000	312,011
Social Security Board	326,000	258,273	339,500	302,663
Old-age assistance	214,000	178,361	225,000	200,390
Aid to dependent children	45,000	26,147	45,000	39,286
Aid to the blind	8,000	4,596	8,000	5,507
Unemployment compensation administration	[5] 59,000	[6] 49,168	61,500	[6] 57,481
Public Health Service: Public-health work	8,000	7,963	9,500	9,348
Department of Labor, Children's Bureau	8,150	7,930	9,655	8,961
Maternal and child-health services	3,800	3,530	4,800	4,573
Services for crippled children	2,850	2,896	3,350	2,917
Child-welfare services	1,500	1,504	1,505	1,471
Transfers to old-age and survivors insurance trust fund [7]	[8] 390,000	397,000	[8] 550,000	[9] 402,817

[1] Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which $104,650 was appropriated in 1938–39 and $111,500 in 1939–40 for administration in the Office of Education, and $1.8 million in 1938–39 and $1,938,000 in 1939–40 for grants to States. For disease and sanitation investigations in the U. S. Public Health Service, appropriations were $1.6 million in 1938–39 and $1,640,000 in 1939–40 in addition to grants to States shown in this table.

[2] Excludes unexpended balance of appropriations for previous fiscal year.

[3] Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

[4] Includes additional appropriations of $17.3 million, approved Aug. 9, 1939.

[5] Includes additional appropriations of $9 million approved Mar. 15, 1939, and $10 million approved May 2, 1939.

[6] Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

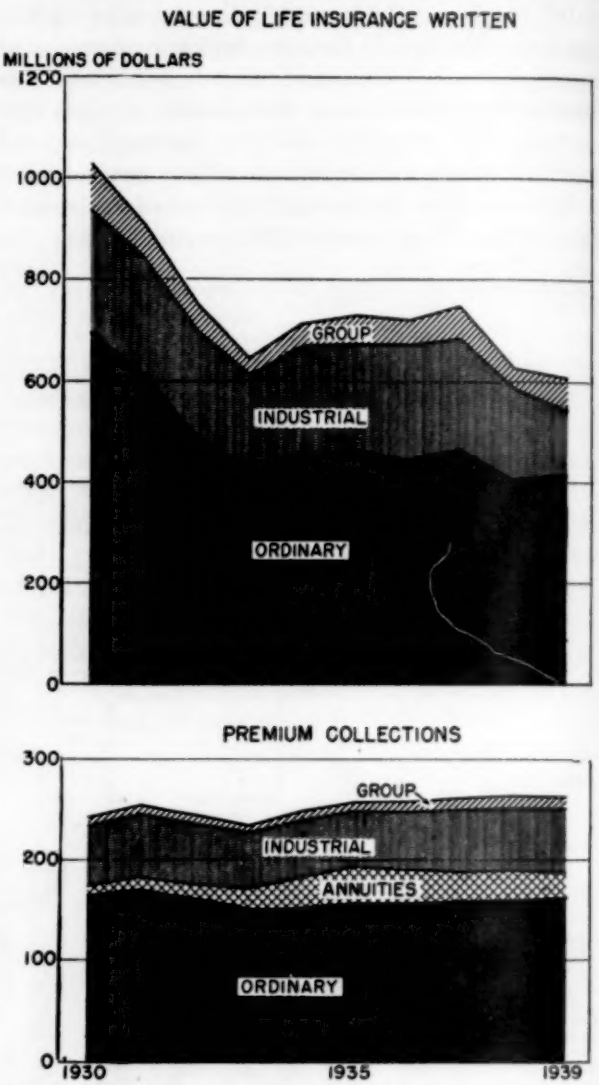
[7] See table 6 for detailed statement of this account through April 1940. Prior to January 1940, data represent operations of old-age reserve account.

[8] The 1940 Treasury Department Appropriation Act, approved May 6, 1939, appropriated $580 million for transfer to old-age reserve account of which $30 million was made available during 1938–39, leaving $550 million for transfers during 1939–40.

[9] Excludes reimbursement to the U. S. Treasury for administrative expenses amounting to $6.2 million.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).

Chart II.—*Value of life insurance written and amount of premium collections, monthly averages, 1930–39* [1]



[1] Based on reports from 40 companies having about 82 percent of total life insurance outstanding in all United States legal reserve companies.

Source: U. S. Department of Commerce, *Survey of Current Business;* data compiled by the Association of Life Insurance Presidents.

authorization is included, a basis for allotting appropriated funds among the various States is provided in the act. Certain provisions such as uniform matched grants are specified in order to ensure a basic minimum to each State. Measures such as live births, sparsity of population, mortality rates, special health needs, type of population covered by the program, and financial need are also used as a basis of apportionment for further grants. The use of the ratio of rural to total population as a basis for child-welfare allot-

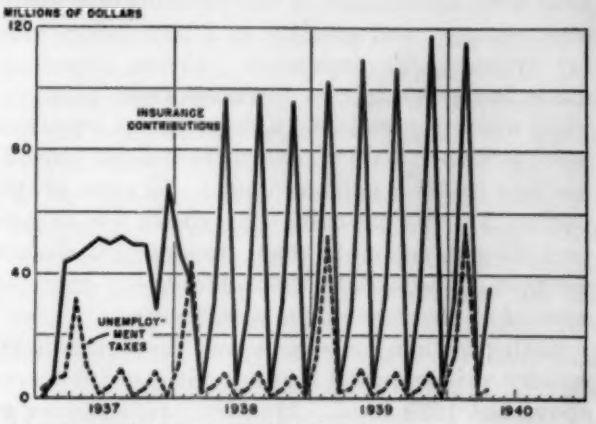
ments results from the emphasis in the law on provision of child-welfare services in rural areas.

The allocation of funds on the basis of financial need,[1] measured in part by per capita income, is a relatively recent development. First applied by the Federal Emergency Relief Administration, it is now used by the Children's Bureau in allotting a portion of the grants for services for crippled children under title V, and by the Public Health Service in allotting a portion of the grants under title VI.

A summary of Federal grants necessarily stresses the specific financial arrangements and plans rather than the broader social and economic effects of the programs. Even these details, however, when reviewed in the light of the upward trend of State and Federal disbursements and the increased recognition of differences in State financial capacity, serve to emphasize a new and striking effort at greater security for many groups. This security takes the form in some instances of cash disbursements to individuals and in others of furnishing essential services which, in effect, increase real incomes. By helping to provide services and diffuse purchasing power to groups in depressed areas or subject to special hazards and risks, there is a tendency toward equalization of the social services among and within the States. Increased Federal financial participation in social-welfare programs indicates an approach toward a Nation-wide minimum for certain important services and provides a new stimulus to purchasing power and consumption.

[1] For discussion of related problems, see a special article in this issue, pp. 3-14, and an earlier article in the *Bulletin*, January 1940, pp. 21-33.

Chart III.—*Federal insurance contributions and Federal unemployment taxes, by months, January 1937-March 1940*



Source: Daily Statement of the U. S. Treasury.

Life Insurance Sales and Premiums, 1930–39

Changes in the absolute and relative importance of the different types of life insurance written and of premiums collected are evident from data for the 10-year period 1930–39. The three types of new insurance written, for which data are available, show an irregular decline during the past 10 years, with the largest relative decrease in industrial insurance. Figures released by the Association of Life Insurance Presidents show that new industrial insurance written in 1939 was 32 percent less than in 1938. Indications are that the principal causes of this decline were the legal restrictions imposed on industrial insurance by some States, particularly New York, and the development of new forms of ordinary life policies designed to give more adequate family protection.

Table 5.—*Value of life insurance written and amount of premium collections, monthly averages, 1930–39*[1]

[In thousands]

Year	Value of life insurance written[2]				Amount of premium collections[3]				
	Total	Ordinary	Industrial	Group	Total	Ordinary	Annuities	Industrial	Group
1930	$1,028,355	$699,747	$237,594	$91,014	$242,963	$164,643	$7,659	$62,663	$7,998
1931	916,929	617,485	233,097	66,347	254,782	169,557	13,393	63,435	8,397
1932	782,978	494,277	206,439	52,262	245,436	161,545	13,976	62,019	7,897
1933	646,986	423,813	193,406	29,767	235,936	151,424	19,774	56,909	7,829
1934	712,762	460,740	210,602	41,420	248,789	152,420	31,145	56,731	8,493
1935	730,616	465,080	210,107	55,429	258,978	156,858	36,722	56,244	9,154
1936	720,970	447,603	224,634	48,733	258,469	156,302	33,455	58,776	9,936
1937	749,410	465,987	220,012	63,411	261,853	159,704	28,518	62,573	11,058
1938	626,894	405,619	181,571	39,704	263,280	160,062	29,901	62,276	11,041
1939	608,575	417,975	123,675	66,925	262,892	162,157	26,347	62,814	11,574

[1] Based on reports from 40 companies having about 82 percent of total life insurance outstanding in all United States legal reserve companies.

[2] Represents only new business that has been paid for; excludes revivals, increases, and dividend additions.

[3] Represents total premium collections, new and renewal, and considerations for annuities and for supplementary contracts involving life contingencies.

Source: U. S. Department of Commerce, *Survey of Current Business;* data compiled by the Association of Life Insurance Presidents.

Fluctuations in the amount of premiums collected were relatively much less in the 10 years than were fluctuations in the value of new insurance written, and resulted in a net decline only for ordinary life insurance. Group premiums made fairly continuous increases from 1930 on, while annuity premiums, which reached a peak of $36.7 million in 1935 after 5 years of rapid growth, declined to $26.3 million in 1939. In spite of this decline, annuity premiums accounted for 10 percent of all collections in 1939. Industrial insurance declined in the middle of the decade but regained most of its decrease in the past 3 years.

Both premium collections and the value of insurance written in the first 3 months of 1940 were above the 1939 level. Monthly premiums averaged $275.8 million in the first 3 months, and the monthly value of new insurance written during the same period averaged $610.3 million.

It will be of particular interest to students of the social security program to observe trends in life insurance as operations develop under the amended provisions of the Social Security Act for old-age and survivors insurance. In an address before the annual meeting of the Association of Life Insurance Presidents, M. Albert Linton, the chairman, described the relationships of life insurance and social insurance as follows: ". . . the general opinion is that the social security benefits will extend primarily to the low income earning groups who would not be able to make voluntary provision against the contingencies covered by the plan. In the case of those with larger incomes included in the system, life insurance will still be necessary to provide for the contingencies which quite properly should not be covered by social insurance. In fact many included in this social security system will find the cost of a program of relatively complete family protection more nearly within their reach in view of the start on the program provided by the social security benefits." [2]

Federal Insurance Contributions

Preliminary figures on Federal insurance contributions in the second quarter of 1940, based

[2] Association of Life Insurance Presidents, *Proceedings of the Thirty-third Annual Convention*, Dec. 14–15, 1939, p. 20.

Table 6.—*Status of the old-age and survivors insurance trust fund for specified periods, 1936–40* [1]

[In thousands]

Period	Transfers from appropriations [3] to trust fund	Interest received by trust fund	3-percent special Treasury notes acquired	2½-percent special Treasury notes acquired	Reimbursement for administrative expenses	Deposits with disbursing officer for benefit payments	Collections of improper payments [5]	Benefit payments issued by disbursing officer	Cash with disbursing officer at end of period	Amount available for benefit payments [4]	Credit of fund account [6]	Total assets
Cumulative through April 1940	$1,564,000	$44,874	$1,424,200	$141,000	$6,183	$37,362	$6	$30,186	$6,047	$1,571,247	$142,259	$1,713,505
Fiscal year:												
1936–37	265,000	[8] 2,262	267,100			100		27	73	267,173	62	267,235
1937–38	387,000	15,412	395,200			7,262	(7)	5,404	1,931	664,231	113,012	777,243
1938–39	503,000	26,951	514,900			15,000	3	13,892	3,036	1,180,236	66	1,180,302
10 months ended:												
April 1938	384,800		379,800			5,062	(7)	3,750	1,385	648,285	115,200	763,485
April 1939	397,000		382,000			15,000	2	10,737	6,192	1,050,492	76,014	1,126,506
April 1940	409,000	248	247,000	141,000	6,183	15,000	3	10,863	6,047	1,571,247	142,259	1,713,505
1939												
April	55,000		50,000			5,000	(7)	1,383	6,192	1,050,492	76,014	1,126,506
May	50,000		50,000			0	(7)	1,677	4,514	1,098,814	56,015	1,154,829
June	56,000	26,951	82,900			0	(7)	1,478	3,036	1,180,236	66	1,180,302
July	43,000		43,000			0	(7)	1,427	1,609	1,221,809	507,067	1,728,876
August	48,000		43,000			5,000	(7)	1,284	5,325	1,268,525	459,067	1,727,591
September	43,000		43,000			0	(7)	694	4,631	1,310,831	416,067	1,726,897
October	43,000		43,000			0	(7)	862	3,768	1,352,968	373,067	1,726,036
November	43,000		43,000			0	1	837	2,931	1,395,131	330,068	1,725,199
December	48,000		43,000			5,000	(7)	802	7,129	1,442,329	282,068	1,724,397
1940												
January						0	1	711	6,417	1,441,617	282,069	1,723,686
February						0	1	967	5,450	1,440,650	282,069	1,722,720
March	141,000	[8] 132	[9]—5,000	141,000	6,183	0	1	1,283	[10] 3,045	1,573,245	[10]142,142	1,715,387
April		[8] 116	[9]—5,000			5,000	0	1,998	6,047	1,571,247	142,259	1,713,505

[1] Prior to January 1940, data represent operations of old-age reserve account.

[2] For fiscal year 1936–37, $265 million was appropriated; for 1937–38, $500 million; for 1938–39, $360 million plus additional $30 million made available by 1940 Treasury Department Appropriation Act; and for 1939–40, $550 million.

[3] Collections of improper payments made to claimants are credited to fund account.

[4] Represents investments in Treasury notes and cash with disbursing officer.

[5] Includes balance of appropriation available for transfer.

[6] $61,811 of interest earned during first 6 months of 1937 was held as an appropriation balance until July 1937, at which time it was transferred to disbursing officer.

[7] Less than $500.

[8] Accrued interest on redeemed notes credited to fund account.

[9] Notes redeemed credited to fund account.

[10] After transfer of $1.1 million from disbursing officer's account to credit of fund account.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

on taxable pay rolls of the first quarter of 1940, are running ahead of contributions in the first quarter. This increase in tax receipts is not the result of a rise in production, employment, and pay rolls. During the first quarter of 1940, the Bureau of Labor Statistics unadjusted indexes of pay rolls and employment declined from the previous quarter but leveled off somewhat. Similarly, the unadjusted index of industrial production of the Federal Reserve Board continued to decrease. Estimates of pay rolls covered by the old-age insurance program, based on Department of Commerce figures, were also somewhat lower for the first quarter of 1940 than for the last quarter of 1939. In view of this general decline, therefore, it is evident that the increase from the previous quarter in tax receipts is attributable to certain provisions of the old-age and survivors insurance program.

Under the Federal Insurance Contributions Act an individual earning $12,000 a year, for instance would be taxed on $3,000 in the first quarter and would pay no taxes for the rest of the year. Similarly, a man earning $6,000 a year would be taxed on $1,500 in each of the first two quarters and would pay no tax in the last two quarters of the year.

The limitation of taxes to the first $3,000 of annual wages from any one employer would lead regularly to higher tax receipts in the first part of the year, other things being equal. A rise in tax receipts occurred in the first part of 1940 and in the first part of 1939, although estimates for covered pay rolls derived from the Department of Commerce data had indicated a possible decline in both years. No evidence is available for the first quarter of 1938, since the transition from monthly to quarterly tax payments at that time tended to obscure underlying pay-roll conditions. It is difficult to assign a weight to the effect of the $3,000 limitation, but it is not unreasonable to assume that about 7 percent of covered pay rolls might be based on wages with this seasonal bias, affecting first-quarter pay rolls and second-quarter tax receipts to the extent of 2 to 4 percent.

Another element which partially accounts for the difference between receipts for the last quarter of 1939 and for the first quarter of this year is the

Table 7.—*Status of the railroad retirement account for specified periods, 1936–40* [1]

Period	Appropriation balance on first of month	Transfers from appropriation to trust fund	Cancelations and repayments [2]	Interest received by trust fund	3-percent special Treasury notes acquired [3]	Deposits with disbursing officer for benefit payments	Benefit payments issued by disbursing officer	Cash with disbursing officer at end of month	Balance in trust fund at end of month
Cumulative through April 1940	($14,250,000)	$366,047,412	$138,124	$3,612,698	$77,200,000	$302,583,644	$279,925,626	($17,264,073)	($12,715)
Fiscal year:									
1936–37	46,620,000	0	1,875		0	10,000,000	4,070,150	5,929,849	0
1937–38	141,893,692	141,803,720	25,484	1,410,821	66,200,000	76,900,000	76,421,005	1,014,899	140,027
1938–39	118,343,692	107,993,692	93,639	2,201,876	1,000,000	106,573,656	105,664,926	1,923,629	1,955,579
10 months ended:									
April 1938	141,893,692	141,003,720	18,919	45,205	70,000,000	71,000,000	60,570,456	10,965,448	67,845
April 1939	118,343,692	107,000,000	88,278		11,000,000	96,213,663	87,538,729	9,689,832	14,642
April 1940	[4] 131,400,000	117,150,000	17,123		10,000,000	109,109,987	93,769,543	17,264,073	12,715
1939									
April	11,343,692	0	14,642		0	213,663	9,172,486	9,689,832	14,642
May	11,343,692	93,692	2,100	266,301	−10,000,000	10,359,993	9,097,189	10,952,636	16,743
June	11,250,000	0	3,260	1,935,575	0	0	9,029,007	1,923,629	1,955,579
July	[4] 131,400,000	21,900,000	1,743		1,900,000	20,000,000	9,059,584	12,864,044	1,957,322
August	109,500,000	18,100,000	1,465		8,100,000	10,000,000	9,017,619	13,846,424	1,958,788
September	91,400,000	7,150,000	2,845		0	9,109,987	9,192,396	13,764,016	1,646
October	84,250,000	10,000,000	1,861		0	10,000,000	9,395,427	14,368,588	3,508
November	74,250,000	10,000,000	704		0	10,000,000	9,362,573	15,006,014	4,212
December	64,250,000	10,000,000	1,109		0	10,000,000	9,345,335	15,660,679	5,322
1940									
January	54,250,000	10,000,000	1,604		0	10,000,000	9,407,615	16,253,063	6,926
February	44,250,000	10,000,000	825		0	10,000,000	9,642,946	16,610,117	7,752
March	34,250,000	0	2,435		0	0	9,548,478	7,061,638	10,187
April	34,250,000	20,000,000	2,527		0	20,000,000	9,797,565	17,264,073	12,715

[1] The railroad retirement account was created by the Railroad Retirement Act of 1937. An act approved July 1, 1937, appropriated to account the unexpended balance of the $46,620,000 appropriation for 1936–37 for benefit payments under the 1935 act, and provided that all benefits paid prior to July 1, 1937, be considered as having been made from the railroad retirement account. For this reason, cumulative figures for cancelation and repayments, deposits with disbursing officer for benefit payments, and benefit payments issued by disbursing officer include operations under the 1935 act. Cents omitted from all figures. For monthly figures July 1936–February 1939 and for explanation of derivation of the balance items, see the *Bulletin*, July 1939, p. 6, table 2.

[2] Includes checks canceled by the General Accounting Office and repayments on account of improper payments to claimants. Checks returned to disbursing officer and canceled by him are not included. Cancelations and repayments are treated as additions to trust fund.

[3] Minus item represents sale of notes.

[4] Includes appropriation of $120,150,000 for 1939–40.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

additional coverage of seamen and of employees of certain Federal instrumentalities. It is estimated that 180,000–240,000 maritime employees, and 200,000–300,000 employees of national banks, State member banks, and building-and-loan associations, are affected by the new coverage provisions in 1940. While the earnings of these two groups are not large, they probably amount to between $700 and $900 million annually and increase tax receipts between 1 and 3 percent.

Another possible factor in the increased receipts is that persons close to the borderline of eligibility may have obtained employment in order to become eligible for benefits. Such employment is more likely to be available in small enterprises, which are not well represented in business indexes. It is not possible, therefore, to estimate the effect of such reemployment on dollar tax receipts.

Still another element reflected in tax collections for the quarter, but not apparent in pay-roll indexes, is the payment of wage bonuses, which were substantial at the end of 1939 and early in 1940.

Federal insurance contributions in April were $35.8 million. Receipts in May were high, amounting to $122.5 million, as compared with $115.3 million during February, the corresponding month of the previous quarter. Most of the $131.4 million in taxes received during May under the Social Security Act is, therefore, attributable to Federal insurance contributions. Tax receipts in the first 2 months of the second quarter of 1940 are substantially above those in the entire first quarter, and about on a par with those paid in the last quarter of 1939, which included retroactive payments for persons aged 65 and over.

It is difficult to anticipate the volume of pay-roll tax receipts in the next quarter at this time because of continued uncertainty of business reaction to the present emergency. This uncertainty seems to have delayed the generally expected expansion in production and pay rolls. During April and the first half of May industrial activity leveled off after a sharp decline in the first quarter of 1940. Increases appeared in some lines, particularly steel. The Federal Reserve Board's

Table 8.—*Status of the unemployment trust fund for specified periods, 1936–40* [1]

[In thousands]

Period	Total assets at end of period	Certificates of indebtedness acquired [2]	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest received [3]	Withdrawals	Balance at end of period	Transfer from State accounts	Deposits	Benefit payments	Balance at end of period
Cumulative through April 1940	$1,646,757	$1,640,000	$6,757	$2,574,580	$62,476	$1,008,500	$1,628,559	[4] $783	$29,703	$12,286	[5] $18,200
Fiscal year:											
1936–37	312,389	293,386	94	291,703	2,737	1,000	312,389				
1937–38	884,247	559,705	12,247	747,660	15,172	190,975	884,247				
1938–39	1,280,539	395,000	13,539	811,251	26,837	441,795	1,280,539				
10 months ended:											
April 1938	746,686	428,370	6,021	546,229	5,908	117,840	746,686				
April 1939	1,184,600	300,000	12,600	656,761	12,154	368,561	1,184,600				
April 1940	1,646,757	373,000	6,757	705,109	17,639	374,730	1,628,559	[4] 783	29,703	12,286	[5] 18,200
1939											
April	1,184,600	−13,000	12,600	33,523	88	41,030	1,184,600				
May	1,289,600	108,000	9,600	137,081	0	32,081	1,289,600				
June	1,280,539	−13,000	13,539	17,409	14,683	41,153	1,280,539				
July	1,266,804	−14,000	43,804	42,648	15	41,581	1,281,620	[4] 253		69	[5] 15,184
August	1,410,448	129,000	28,448	154,173	0	39,754	1,396,039	[4] 91		865	14,410
September	1,383,531	−19,000	20,531	12,748	104	38,497	1,370,393	0		1,271	13,139
October	1,413,866	7,000	43,866	54,027	35	22,859	1,401,596	[4] 255		1,124	12,270
November	1,528,227	142,000	16,227	143,224	0	28,607	1,516,213	0	622	877	12,015
December	1,524,784	−3,000	15,784	14,537	114	30,899	1,499,965	0	13,851	1,046	24,820
1940											
January	1,545,997	28,000	8,997	62,092	17,103	41,492	1,537,668	[4] 184	21	1,694	[5] 8,331
February	1,655,658	103,000	15,658	153,718	0	43,176	1,648,210	0	869	1,749	7,450
March	1,638,578	−18,000	16,578	15,138	131	44,760	1,618,719	0	14,326	1,915	19,861
April	1,646,757	18,000	6,757	52,806	138	43,104	1,628,559	0	15	1,676	18,200

[1] Beginning July 1939, unemployment trust fund contains separate book account for railroad unemployment insurance account in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes unemployment benefit payments as certified by the Railroad Retirement Board. The trust fund continues as heretofore separate accounts for each State agency in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

[2] Minus figures represent sale of certificates.

[3] Includes interest received on redeemed Treasury certificates.

[4] These amounts were certified by the Social Security Board to the Secretary of the Treasury, in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

[5] $15 million was advanced by the Treasury to railroad unemployment insurance account in July 1939, pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act, and was repaid during January 1940.

Source: Daily Statement of the U. S. Treasury.

seasonally adjusted index of industrial production was 102 in April compared with 104 in March and 109 in February. Coal production, which usually declines seasonally in April, showed only a slight decrease this year. Crude petroleum output maintained high levels, although crude oil and gasoline stocks were increasing. Value of construction contract awards increased in April, reflecting principally a rise in contracts for private building, which were somewhat larger than a year ago.

Employment and pay-roll figures for April show a similar leveling off after the first quarter's decline. The Bureau of Labor Statistics unadjusted index of factory employment decreased slightly from 100.8 in March to 99.9 for April. Similarly, the index of factory pay rolls went down 1.8 points to 96.4 in April.

All four estimates of unemployment, presented in chart IV, show decreases in March. This decline results from a seasonal increase in agriculture and a greater than usual rise in trade,

Table 9.—*Federal grants to States for public assistance: Advances authorized and certified*[1] *by the Social Security Board to the Secretary of the Treasury, by quarters, fiscal year 1939–40, as of May 31, 1940*

[In thousands]

State	First quarter			Second quarter			Third quarter			Fourth quarter		
	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind	Old-age assistance	Aid to dependent children	Aid to the blind
Total	$55,230.7	$8,529.5	$1,401.8	$54,891.2	$9,024.4	$1,401.8	$60,160.8	$14,139.6	$1,710.4	$60,612.1	$14,288.7	$1,706.5
Alabama	178.9	52.9	3.2	230.3	80.6	7.1	297.7	147.0	10.6	314.6	154.2	11.2
Alaska	48.7	(2)	(2)	47.5	(2)	(2)	52.6	(2)	(2)	60.9	(2)	(2)
Arizona	304.2	99.0	13.3	358.9	82.8	14.2	359.6	125.4	14.4	334.6	123.9	13.6
Arkansas	189.0	43.6	8.9	187.8	41.2	7.6	157.2	64.4	7.5	160.8	64.1	7.4
California	5,989.8	413.6	314.7	6,024.7	467.1	313.3	7,893.3	875.8	448.7	8,066.2	905.9	453.8
Colorado	1,595.3	165.8	27.2	1,446.7	143.7	25.2	2,087.7	266.0	26.6	2,096.8	262.4	26.9
Connecticut	658.5	(2)	6.6	684.3	(2)	5.0	733.0	(2)	8.5	727.9	(2)	7.0
Delaware	44.4	14.7	(2)	46.6	13.0	(2)	46.0	28.3	(2)	53.9	28.6	(2)
District of Columbia	131.9	42.8	8.9	133.7	32.0	8.5	134.1	49.9	8.5	130.2	56.8	8.8
Florida	678.0	73.3	45.2	701.4	57.7	44.1	628.3	118.3	45.5	597.5	118.5	44.4
Georgia	264.6	75.3	13.6	266.3	81.5	13.7	364.3	152.7	21.0	367.5	151.4	21.1
Hawaii	34.0	39.0	1.4	29.0	32.3	1.4	23.8	45.2	1.4	31.5	65.4	1.9
Idaho	263.5	75.0	10.2	270.3	75.0	9.1	299.1	122.5	10.0	292.4	137.2	10.4
Illinois	4,156.2	(2)	(2)	4,231.2	(2)	(2)	4,491.1	(2)	(2)	4,522.7	(2)	(2)
Indiana	1,738.3	450.1	77.5	1,789.5	480.2	76.1	1,829.4	737.2	81.7	1,867.0	740.3	85.1
Iowa	1,617.6	(2)	47.6	1,669.6	(2)	53.0	1,738.6	(2)	54.6	1,780.4	(2)	54.3
Kansas	693.2	176.5	30.5	731.2	176.5	32.8	787.6	281.9	41.2	761.6	268.5	39.4
Kentucky	609.1	(2)	(2)	614.8	(2)	(2)	616.7	(2)	(2)	671.5	(2)	(2)
Louisiana	474.7	320.4	19.3	497.4	354.6	20.2	683.9	613.1	28.6	434.3	347.0	20.4
Maine	397.5	49.8	44.5	437.6	50.2	42.5	439.9	77.3	42.7	439.1	83.3	45.0
Maryland	483.7	293.4	22.2	493.6	273.3	21.4	498.5	410.5	25.5	561.2	418.9	26.0
Massachusetts	3,396.5	313.5	40.1	3,405.4	373.6	37.3	3,690.3	614.6	44.3	3,821.5	709.4	43.0
Michigan	2,149.8	448.8	27.6	1,875.3	410.9	26.2	1,968.5	1,059.5	34.8	1,882.9	1,012.9	36.0
Minnesota	2,250.1	253.3	31.3	2,185.6	253.2	33.0	2,111.3	380.7	39.8	2,060.8	432.1	42.5
Mississippi	237.8	(2)	5.8	232.6	(2)	7.2	237.7	(2)	8.5	252.0	(2)	9.7
Missouri	2,259.0	195.9	(2)	2,227.2	226.4	(2)	2,363.8	408.0	(2)	2,225.6	423.9	(2)
Montana	354.2	67.5	5.0	348.4	65.6	4.8	338.4	100.6	6.3	341.0	106.1	7.4
Nebraska	643.2	120.2	19.6	633.9	129.2	15.5	816.5	276.8	19.5	718.0	231.6	19.7
Nevada	89.2	(2)	(2)	93.4	(2)	(2)	95.7	(2)	(2)	94.3	(2)	(2)
New Hampshire	162.2	19.7	10.9	162.3	19.6	10.9	168.4	29.0	11.2	170.3	45.1	11.6
New Jersey	927.9	344.5	22.7	928.9	219.3	23.1	985.8	512.9	26.8	989.8	497.6	26.7
New Mexico	69.9	39.7	4.6	80.9	39.6	5.0	93.0	74.1	6.1	104.4	79.8	6.3
New York	3,887.9	1,107.7	91.7	4,026.4	1,354.2	100.1	4,228.8	1,744.6	117.9	4,235.1	1,666.6	109.6
North Carolina	578.4	146.4	47.9	560.3	144.7	44.5	504.1	271.5	51.9	546.7	270.6	53.8
North Dakota	213.6	72.2	2.9	233.5	63.3	3.5	261.1	113.3	5.7	233.1	110.8	5.8
Ohio	4,046.0	360.6	111.4	4,236.4	320.9	94.7	4,426.7	645.3	137.1	4,379.8	682.9	150.2
Oklahoma	1,922.5	216.7	53.5	2,077.2	253.3	57.7	1,916.0	342.9	47.3	1,926.3	405.6	48.2
Oregon	614.4	56.4	16.6	670.3	58.4	16.6	739.0	117.7	19.4	702.0	109.6	18.7
Pennsylvania	2,630.1	1,227.0	(2)	2,527.1	1,437.4	(2)	3,343.0	1,332.0	(2)	3,865.2	1,661.2	(2)
Rhode Island	196.0	42.8	1.6	201.6	46.8	1.6	207.9	68.9	1.7	211.1	65.9	.7
South Carolina	307.5	62.8	14.5	306.7	68.9	15.7	281.2	119.3	17.9	223.9	88.0	13.0
South Dakota	399.9	(2)	6.5	363.8	(2)	6.4	447.5	(2)	6.2	429.7	(2)	6.2
Tennessee	524.2	199.5	28.2	649.6	191.8	28.0	666.8	434.6	27.8	650.6	445.7	28.3
Texas	2,669.5	(2)	(2)	1,630.3	(2)	(2)	1,713.7	(2)	(2)	1,890.8	(2)	(2)
Utah	440.5	107.7	6.8	458.4	103.0	8.1	458.4	174.9	9.3	465.7	149.7	9.5
Vermont	123.4	14.8	5.1	131.8	15.4	4.9	135.4	25.4	5.6	135.2	31.2	5.7
Virginia	194.3	48.3	12.6	232.7	41.7	17.5	250.3	62.5	27.2	255.6	97.0	27.3
Washington	1,324.8	161.2	45.2	1,370.7	160.5	45.5	1,343.7	256.9	46.7	1,347.5	262.0	44.5
West Virginia	346.7	139.3	21.6	352.0	149.4	21.3	345.0	248.5	22.8	324.8	284.1	22.8
Wisconsin	1,610.4	352.1	66.9	1,686.5	406.7	71.7	1,752.3	574.0	84.8	1,720.8	468.8	75.9
Wyoming	119.9	25.7	6.2	109.8	24.0	5.9	118.2	35.8	6.8	125.9	37.3	6.7

[1] This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments to recipients from Federal, State, and local funds but exclude administrative expense.

[2] No plan approved by the Social Security Board for period covered in this column.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 10.—*Federal grants to States for administration of unemployment compensation laws and State employment services:*[1] *Advances authorized and certified*[2] *by the Social Security Board to the Secretary of the Treasury, fiscal year 1939–40, as of May 31, 1940*

[In thousands]

State	Under Social Security Act				Under Wagner-Peyser Act			
	Certifications		Authorizations, 6-month period January–June 1940	Certifications, 6-month period January–June 1940	Apportionments authorized[3] fiscal year 1939–40	Certifications		
	First quarter	Second quarter				First quarter	Second quarter	6-month period January–June 1940
Total	[4] $19,908.8	$10,610.7	$29,943.6	$27,366.1	[3] $3,246.2	$794.4	$830.1	$1,604.4
Alabama	152.4	143.6	293.0	284.8	69.4	16.3	16.3	32.5
Alaska	13.0	10.4	22.9	20.4	10.1	2.5	2.5	5.0
Arizona	[5] 126.0	(5)	118.8	112.9	11.4	3.1	3.4	6.4
Arkansas	[5] 195.8	(5)	197.2	185.5	48.6	11.2	11.2	22.5
California	1,081.8	1,022.7	2,056.2	2,033.0	148.9	37.0	37.3	74.6
Colorado	[5] 224.2	(5)	220.1	192.4	27.2	6.3	6.3	14.6
Connecticut	[5] [6] 598.5	(5)	[6] 677.5	647.5	42.1	11.5	11.5	19.2
Delaware	53.7	52.6	109.3	108.5	10.5	3.2	3.2	6.4
District of Columbia	[5] 248.5	(5)	250.8	248.4	(7)	(7)	(7)	(7)
Florida	[5] 303.7	(5)	290.1	290.1	38.5	8.9	9.4	18.3
Georgia	202.6	195.7	401.8	386.3	76.3	18.8	18.8	37.5
Hawaii	37.4	34.4	73.5	71.6	10.7	3.8	3.8	7.5
Idaho	[5] 134.7	(5)	130.0	111.7	11.7	2.9	2.9	5.9
Illinois	910.2	707.9	1,749.3	1,552.0	200.1	46.2	46.2	92.2
Indiana	[5] 946.2	(5)	869.4	765.3	84.9	21.0	21.0	42.9
Iowa	[5] 329.8	(5)	330.1	280.9	64.8	17.6	17.6	34.0
Kansas	[5] 198.9	(5)	218.7	190.0	49.3	15.0	15.0	30.0
Kentucky	203.0	177.2	379.2	373.1	68.6	18.0	18.8	31.0
Louisiana	[5] 375.8	(5)	378.3	357.0	55.1	12.7	12.7	25.5
Maine	[5] 232.6	(5)	237.4	222.9	20.9	5.0	5.0	9.4
Maryland	[5] 453.1	(5)	394.7	394.7	42.8	10.0	10.0	20.0
Massachusetts	908.4	771.6	1,566.3	1,446.7	111.5	26.1	25.4	52.2
Michigan	911.6	695.7	1,103.6	1,103.6	127.0	32.4	32.1	55.0
Minnesota	310.0	283.4	585.0	566.0	67.2	15.5	15.7	28.3
Mississippi	92.5	84.4	174.3	168.8	52.7	12.2	12.2	24.3
Missouri	373.8	348.2	744.3	707.2	95.2	27.5	27.5	55.0
Montana	89.8	66.2	134.1	101.0	14.1	3.3	1.9	8.9
Nebraska	[5] 183.3	(5)	182.8	161.1	36.1	8.3	9.5	17.6
Nevada	39.4	35.1	83.7	78.4	10.2	2.5	2.5	5.0
New Hampshire	[5] 148.5	(5)	155.6	154.2	12.2	3.8	3.8	7.5
New Jersey	671.9	643.7	1,387.3	1,302.4	106.0	24.5	27.2	54.4
New Mexico	51.2	37.5	102.8	95.0	11.1	2.6	2.8	5.7
New York	2,269.5	1,931.9	4,098.5	3,628.4	330.2	76.2	76.2	152.5
North Carolina	[5] 518.9	(5)	520.1	481.8	85.2	21.7	21.7	42.9
North Dakota	[5] 86.2	(5)	98.2	90.7	17.9	4.1	4.1	8.3
Ohio	752.5	614.1	1,480.7	1,292.8	174.3	40.3	54.9	83.6
Oklahoma	[5] 328.2	(5)	330.9	300.4	62.8	14.8	14.8	29.5
Oregon	162.1	166.8	331.2	306.0	25.0	7.5	5.8	11.7
Pennsylvania	1,683.5	1,613.8	3,141.6	2,718.2	252.6	58.3	77.7	135.9
Rhode Island	172.6	171.0	304.4	300.8	18.0	4.2	4.6	9.2
South Carolina	148.5	130.0	257.9	249.6	45.6	10.5	10.5	21.1
South Dakota	[5] 54.1	(5)	86.0	79.1	18.2	4.2	4.2	8.5
Tennessee	205.1	195.9	416.1	397.4	68.6	15.8	15.8	42.1
Texas	[5] 1,050.5	(5)	1,038.6	855.6	152.8	42.7	42.7	83.3
Utah	[5] 149.0	(5)	148.9	133.2	13.3	3.1	3.1	6.2
Vermont	[5] 94.2	(5)	98.8	95.0	10.7	2.5	2.5	5.0
Virginia	[5] 419.3	(5)	433.5	392.5	63.5	15.1	15.1	30.1
Washington	225.3	203.2	444.2	396.6	41.0	11.2	10.0	19.9
West Virginia	[5] 463.0	(5)	487.6	402.4	45.4	11.3	11.3	22.5
Wisconsin	276.9	237.4	521.1	465.9	77.1	19.2	19.3	38.6
Wyoming	47.0	36.4	87.2	66.5	10.5	2.5	2.5	4.3

[1] Excludes State and local appropriations to employment service.

[2] Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified period of operation which is not necessarily period in which certification is made.

[3] Apportionment of $3 million and reapportionment of unexpended balances of $246,165, authorized in accordance with secs. 5 and 6 of Wagner-Peyser Act.

[4] Includes some certifications which cover first 6 months of fiscal year.

[5] Grants were certified for first 6 months of fiscal year.

[6] Includes certifications by the Social Security Board to the Secretary of the Treasury for payment into the railroad unemployment insurance account in accordance with sec. 13 (d) and (f) of the Railroad Unemployment Insurance Act. The Connecticut State law does not provide for authorization by the State to the Secretary of the Treasury to transfer funds from the State account in the unemployment trust fund to the railroad unemployment insurance account in the unemployment trust fund. In accordance with sec. 13 (e) of the Railroad Unemployment Insurance Act, therefore, Connecticut withdraws from the unemployment trust fund amounts necessary for administrative expenses under the unemployment compensation law.

[7] The District of Columbia employment service is maintained directly by the Bureau of Employment Security, and funds for this purpose are included in total administrative funds of the Bureau of Employment Security.

Source: Social Security Board (authorizations and apportionments), Bureau of Accounts and Audits (certifications).

distribution, and finance. Manufacturing, construction, and transportation employment fell contraseasonally; employment in mineral extraction fell less than normally.

Receipts and Expenditures

Tax receipts under the Social Security Act amounted to $9 million more in April than a year ago but were $6 million less than in January, the corresponding month of the preceding quarter. The decrease from January reflects a decline in Federal unemployment taxes on 1939 pay rolls. Federal receipts from sources other than social security and railroad unemployment and retirement taxes totaled $27 million more than a year ago.

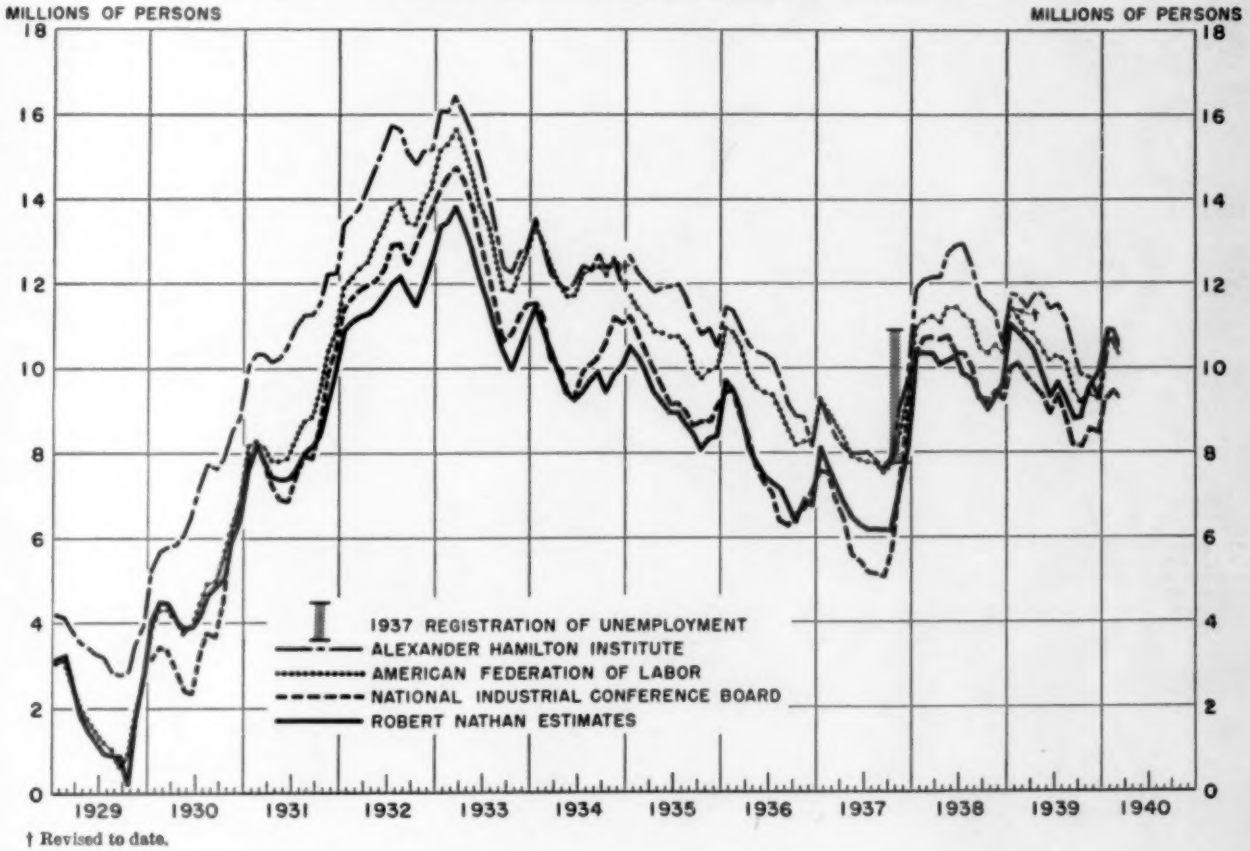
Disbursements under the Social Security Act, excluding transfers to the old-age and survivors insurance trust fund, showed an increase of $10 million over April 1939, while total Federal expenditures declined. The excess of Federal expenditures over receipts in April 1940 was $479 million, in contrast to $517 million in April a year ago.

Old-Age and Survivors Insurance Trust Fund

In April $5 million of the 3-percent special Treasury notes held by the old-age and survivors insurance trust fund were redeemed, and the proceeds were credited to the fund account and then deposited with the disbursing officer. The accrued interest of $116,393 on these notes was placed in the fund account. April was the second successive month in which old-age reserve account certificates were redeemed; the March redemption totaled $6 million.

Total checks cashed for benefit payments in April, amounting to almost $2 million, increased 55.7 percent over March payments. Almost all these payments were for benefits under the amended act and were divided approximately equally between lump-sum payments and monthly benefits.

Chart IV.—*Estimates of unemployment, January 1929–March 1940*



† Revised to date.

Railroad Retirement Account

Twenty million dollars was transferred from appropriations to the trust fund during April, and the same amount was transferred from the trust fund as deposits with the disbursing officer (table 7). The appropriation balance was thereby reduced to $14.3 million as of the end of April, while cash remaining with the disbursing officer at the end of the month, after benefit payments of $9.8 million, amounted to $17.3 million. Total assets of the account at the end of April, exclusive of the balance in appropriations, amounted to $94.5 million.

Unemployment Trust Fund

As of April 30, 1940, total assets of the unemployment trust fund, including State accounts and the railroad unemployment insurance account, amounted to $1,646.8 million, an increase of $462.2 million or 39 percent since April 1939 (table 8). Of the April 1940 balance credited to the fund, $18.0 million was invested in special certificates of indebtedness and $6.8 million was held as a cash balance, the lowest cash balance in more than a year.

April deposits by the States, based primarily on pay rolls for the first quarter of 1940, totaled $52.8 million, or $9.3 million less than the amount recorded for the corresponding month in the preceding quarter. State withdrawals amounted to $43.1 million in April. The excess of receipts and interest over withdrawals resulted in a $9.8-million addition to State accounts during the month.

Deposits in the railroad unemployment insurance account totaled $15,000 for the month of April; no transfers were made from the State accounts. Benefit payments from the railroad account totaled $1.7 million for the month, leaving a balance at the end of the month of $18.2 million.

RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

SOCIAL SECURITY BOARD [1]

U. S. EMPLOYMENT SERVICE. *Dictionary of Occupational Titles.* Part I—*Definitions of Titles;* Part II—*Group Arrangement of Occupational Titles and Codes;* Part III—*Conversion Tables.* Prepared by the Job Analysis and Information Section, Division of Standards and Research. 3 vols. Washington: U. S. Government Printing Office, 1939. Pt. I, $2. Pts. II and III, $1 each.

"This Dictionary marks the completion of a major step in the Occupational Research Program conducted by the Division of Standards and Research of the United States Employment Service" (now a unit of the Bureau of Employment Security of the Social Security Board). The Dictionary is "part of a directed effort designed to furnish public employment offices in this country with information and techniques that will facilitate proper classification and placement of workers." Part I gives definitions, listing approximately 29,000 occupations; a glossary of terms used; alphabetical lists of common commodities sold in retail and wholesale trade, with the titles under which their vendors are classified; and a list of occupational titles arranged by industry. Part II presents the structure of the occupational classification used by the Employment Service, listing the titles defined in the Dictionary and assigned codes "in such a manner as to form related groups of occupations." Part III "contains two conversion tables, designed to facilitate the reclassification of employment-office registrations and placements according to the new occupational classification introduced with the Dictionary."

GENERAL

ALTMEYER, ARTHUR J. "Personnel Standards Under the Social Security Act as Amended." *Journal of State and Local Government Employees,* Madison, Vol. 3, No. 12 (December 1939), pp. 5–7 ff.

A discussion of the policy of the Social Security Board regarding merit systems in State social security programs, supplemented by the text of the Board's "Standards for a Merit System of Personnel Administration in State Employment Security and State Public Assistance Agencies."

ANDERSON, WILLIAM F. "Master and Servant—The Filling Station Operator as an Independent Contractor." *Michigan Law Review,* Ann Arbor, Vol. 38, No. 7 (May 1940), pp. 1063–1073. ("Comments.")

A study of the employment relationship, with comment on taxation for various social insurance laws.

A Basic Approach to Social Security. Symposium. *Social Work Today,* New York, Vol. 7, No. 8 (May 1940), pp. 5–35.

A collection of 19 brief articles which together survey major socioeconomic needs, evaluate existing programs for the public welfare, and indicate "resources and pressures necessary to meet the challenge." Some of the papers are: Life and Health, by A. Philip Randolph; Jobs for Workers, by David Lasser; Security in Childhood, by Gertrude Folks Zimand; Opportunity in Youth, by Joseph Cadden; Independence in Old Age, by Alvin Roseman; Social Security and Work Relief, by Maxwell S. Stewart; Public Programs for Child Welfare, by Philip Klein; and A Note on the Physically Handicapped, by Jane M. Hoey. A bibliography included.

BATCHELOR, BRONSON, Editor. *The New Outlook in Business.* New York and London: Harper, 1940. xiii, 323 pp.

Among the chapters in this collection of essays by American businessmen are: Influence of Population Growth—Past and Future, by Robert E. Wood (Sears, Roebuck); Problems of Youth and Old Age, by Colby M. Chester (General Foods); Toward Greater Job Security, by Richard R. Deupree (Procter and Gamble); The Risks of Security, by Walter D. Fuller (Curtis Publishing Company); and More Jobs Than Men, by Stanley Resor and Arno H. Johnson (J. Walter Thompson Company).

CULL, ERMA M. *A Program of Social Security for the State of Washington.* Olympia: Washington State Department of Social Security, January 1940. 30 pp. Processed. (Monograph No. 34.)

CULL, ERMA M., Compiler. *Studies and Reports in the Field of Social Welfare Conducted by State-Wide and Local Agencies in the 48 States, 1932–1939.* Olympia: Washington State Department of Social Security, January 1940. 52 pp. Processed. (Monograph No. 35.)

"The Cumulative Effect of Successive Wars on Age Composition of Populations." *Statistical Bulletin,* Metropolitan Life Insurance Company, New York, Vol. 21, No. 4 (April 1940), pp. 2–5.

ENZLER, CLARENCE J. *Some Social Aspects of the Depression (1930–1935).* Washington: Catholic University of America Press, 1939. xii, 187 pp.

"This dissertation attempts to point out some of the more important social aspects of the depression years, 1930–1935. More specifically, it is concerned with discovering the effects of the depression on the production of economic goods, on crime, on educational facilities, on health, on the number of suicides and cases of mental disorders; and as well, with miscellanea such as changes in marriage, divorce and birth rates, the extent of social unrest, governmental interference in business and social life, and variations in our social and economic philosophy."

FARMAN, CARL H. "Books on the Social Security Program." *The Booklist,* Chicago, Vol. 36, No. 17 (May 15, 1940), pp. 355–358.

[1] See pp. 90-91 for a list of publications of the Social Security Board currently on sale at the U. S. Government Printing Office.

"Here Comes Social Security." *Coast Banker*, San Francisco, Vol. 64, No. 1 (January 1940), pp. 17–18.

A factual review of old-age and survivors insurance and unemployment compensation as extended to banks by the Social Security Act Amendments of 1939.

KENT, GEORGE. "Don't Be Your Age; A Word Portrait." *Survey Graphic*, New York, Vol. 29, No. 6 (June 1940), pp. 351–352.

A brief description of the work of Lillien J. Martin, professor emeritus of psychology of Stanford University, who established the Old Age Center in San Francisco and is today, at 89, its active chief.

KLEIN, WILLIAM H. "Railroads—Damages Under Employers' Liability Act—Use of Annuity Payments Under Railroad Retirement Act in Mitigation of Damages." *Michigan Law Review*, Ann Arbor, Vol. 38, No. 7 (May 1940), pp. 1073–1080. ("Comments.")

LANDIS, PAUL H. "Problems of Farm Youth—A Point of View." *Social Forces*, Baltimore, Vol. 18, No. 4 (May 1940), pp. 502–513.

LATIMER, MURRAY W. "Progress Under the Railroad Security Programs." *Social Security*, New York, Vol. 14, No. 5 (May 1940), pp. 3–4.

MARSH, HARRY. "Merit Systems for the States." *Survey Midmonthly*, New York, Vol. 76, No. 5 (May 1940), pp. 160–162.

A discussion, with suggested solutions, of some of the principal problems of personnel administration arising from the Social Security Act Amendments of 1939.

O'BRIEN, JAMES C., and MARENBERG, PHILIP P. *Your Federal Civil Service*. New York and London: Funk and Wagnalls, 1940. xvi, 501 pp.

A factual résumé of civil-service practices. Describes in detail the procedure involved in applying for positions, the method of conducting different types of examinations, certifications to the job, and related points. Also discusses civil-service retirement benefits, including the voluntary "joint and survivorship" annuity and the voluntary additional contribution plan.

"Recent Developments in the Family-Allowance Movement." *Monthly Labor Review*, Washington, Vol. 50, No. 4 (April 1940), pp. 867–868.

REED, THOMAS H., and REED, DORIS D. "The Republican Opposition." *Survey Graphic*, New York, Vol. 29, No. 5 (May 1940), pp. 286–288 ff.

The authors, who were active on the Republican program committee, reconstruct from the program and from speeches of leading Republicans the apparent policy of the party with respect to relief, care of the aged, unemployment compensation, health and medical care, and other social issues.

TOELLE, J. HOWARD. "Some Comparisons Between State Compensation Statutes." *Rocky Mountain Law Review* Boulder, Colo., Vol. 12, No. 2 (February 1940), pp. 77–111.

A comparative study of workmen's compensation in the United States, with emphasis on cases in Montana and on the Montana law.

U. S. BUREAU OF THE CENSUS. *Vital Statistics of the United States, 1937.* Part I—*Natality and Mortality Data for the United States Tabulated by Place of Occurrence, With Supplemental Tables for Hawaii, Puerto Rico, and the Virgin Islands.* Part II—*Natality and Mortality Data for the United States, Tabulated by Place of Residence.* Washington: U. S. Government Printing Office, 1939, 2 vols. Processed.

"Prior to 1937, vital statistics data compiled by the Bureau of the Census were published annually in two volumes—'Birth, Stillbirth, and Infant Mortality Statistics' and 'Mortality Statistics.' In 1937, these two volumes are combined in a single report entitled 'Vital Statistics of the United States' and issued in two parts . . ." The change in method is regarded as "an important step in the steady progress of vital statistics in the United States."

ZIMMER, VERNE A. "Workmen's Compensation Today in the United States." *Catholic Charities Review*, Washington, Vol. 25, No. 5 (May 1940), pp. 135–138.

OLD-AGE AND SURVIVORS INSURANCE

AUSTRALIA. COMMISSIONER OF PENSIONS. *Invalid and Old-Age Pensions Handbook; Revised to Cover the Provisions of the Invalid and Old-Age Pensions Act as Amended to the Present Date.* Canberra, November 1939. 22 pp.

"This Handbook is intended as a general guide to pensioners, intending applicants, or others interested."

BROWER, F. BEATRICE. "Coordinating the Company Pension Plan With the Amended Social Security Act." *Conference Board Management Record*, New York, Vol. 2, No. 5 (May 1940), pp. 53–59.

BRYANT, GEORGE B., Jr. "Behind Your Social Security Card." *Barron's*, New York, Vol. 20, No. 13 (Mar. 25, 1940), p. 8.

An informal description of the benefits under old-age and survivors insurance.

EMPLOYMENT SECURITY

BROOKE, ESTHER EBERSTADT. *Career Clinic: The Answer to Your Job Problem.* New York: Farrar and Rinehart, 1940. xvii, 287 pp.

An informally written book of practical help to assist persons in evaluating their capacities, in finding suitable jobs, and in achieving success in their work. Includes tests, lists of occupations with requirements, and related helps.

BURNS, ROBERT K. "Seasonal Variations in Employment: Their Significance for Vocational Guidance." *Occupations*, New York, Vol. 18, No. 8 (May 1940), pp. 568–573.

"Changes in Unemployment Compensation Suggested by the United Mine Workers of America." *United Mine Workers Journal*, Washington, Vol. 51, No. 8 (Apr. 15, 1940), p. 2.

"Employment Exchanges." *Planning* (Political and Economic Planning), London, No. 163 (Mar. 12, 1940), pp. 4–15.

"This broadsheet describes the British employment exchange mechanism as it exists at present, with special reference to vacancy work and the points of contact with applicants and employers."

"Has Miss Thompson's Grouse Perched on Your Desk?" *The Compass*, Albany, Vol. 21, No. 7 (April 1940), pp. 6–8.

A committee of statisticians evaluates critically the estimates of unemployment given by Dorothy Thompson and Arthur Krock in their syndicated columns last March.

"Help for the Handicapped." *Vocational Trends*, Chicago, Vol. 3, No. 5 (May 1940), pp. 8–9.

Information on the Handicapped Placement Service of the Bureau of Employment Security and on the work of the Vocational Rehabilitation Service in the United States Office of Education.

JACOBS, ARTHUR T. *Methods of Clearance Between Unemployment Compensation and Relief Agencies.* Washington: Committee on Social Security, Social Science Research Council, 1940. vii, 52 pp. Processed. (Pamphlet Series, No. 3.)

This study, based on a field investigation in 18 States, is the most careful analysis yet to appear on the administrative problem of clearance to avoid duplications of relief allowances and unemployment benefits. It includes a discussion of "overlapping" between benefits and allowances, and a suggested clearance method which attempts to take maximum advantage of existing forms and practices.

KANEVSKY, ISADORE M. "Unemployment Compensation—'Self-Employment.'" *Wisconsin Law Review*, Madison, Vol. 1940, No. 1 (January), pp. 147–150. ("Notes and Comments.")

A note on *Slocum Straw Works* v. *Industrial Commissioner of Wisconsin*, 286 N. W. 593 (Wis., 1939), in which the Wisconsin Supreme Court regarded housework as "self-employment."

MITCHELL, BYRON. "Unemployment Compensation Benefit Decisions." *Personnel Journal*, Baltimore, Vol. 19, No. 1 (May 1940), pp. 2–8.

NATIONAL INDUSTRIAL CONFERENCE BOARD. *Wages, Hours and Employment in the United States, 1934–1939, Conference Board Economic Record*, New York, Vol. 2, No. 10 (Mar. 28, 1940), pp. 115–152.

Extensive tables bringing up to date earlier statistical data compiled by the Conference Board: they include information for groups of industries and show average hourly and weekly earnings, hours worked, and related information.

"New Techniques for Getting Jobs." *Monthly Labor Review*, Washington, Vol. 50, No. 4 (April 1940), pp. 797–806.

Describes "man-marketing clinics," "forty-plus" clubs, and the Job Hunters' Organization of Boston.

NEW YORK STATE. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Analysis of Initial Claims Certified for Payment; Benefit Accounts Due in November 1938—March 1939, Opened in November 1938—March 1939. Industry in Which Claimant Worked, Region of State in Which Claims Were Filed, Benefit Rates of Claimants.* Albany and New York, 1939–40. 5 parts bound in 1 vol. Processed.

"Placement Work of Public Employment Services, February 1940 and Year 1939." *Monthly Labor Review*, Washington, Vol. 50, No. 4 (April 1940), pp. 870–877.

SCHMIDT, EMERSON P. "Employment Stabilization and Experience Rating." *Personnel*, New York, Vol. 16, No. 4 (May 1940), pp. 163–174.

A favorable evaluation of experience rating as a factor in employment stabilization, with emphasis on the successful regularization achieved by a number of Wisconsin firms. The argument that unemployment compensation and experience rating lead to reduced employment is critically analyzed.

"Significant Changes in Kentucky's Job Insurance Law as Amended by 1940 State Legislature." *Monthly Bulletin* (Kentucky Department of Industrial Relations), Frankfort, Vol. 2, Nos. 3 and 4 (March–April 1940), pp. 3–24. Processed.

STEAD, WILLIAM H. "Itinerant Employment Services." *Occupations*, New York, Vol. 18, No. 8 (May 1940), pp. 574–577.

TENENBAUM, SAMUEL. "The Machine: Samaritan or Frankenstein?" *Social Forces*, Baltimore, Vol. 18, No. 4 (May 1940), pp. 495–501.

Discusses technological unemployment and consumption and, like Douglas and Director, maintains that "the machine does not create unemployment, but disallocation and maladjustment of employment."

TOURNIER, CHARLES A. "Voluntary Quits and Waiting Periods." *Monthly Bulletin of Placement and Unemployment Compensation Division*, Hartford, Conn., Vol. 5, No. 3 (March 1940), p. 4.

A discussion of the problem of defining voluntary resignation in relation to eligibility for unemployment compensation.

"Uncle Sam, Employment Agent, Can Help You Find Qualified Salesmen." *Sales Management*, New York, Vol. 46, No. 11 (May 15, 1940), pp. 58–63.

A description of placement procedures in State public employment offices stressing the selective character of the work.

"Unemployment-Compensation Operations, February 1940 and Year 1939." *Monthly Labor Review*, Washington, Vol. 50, No. 4 (April 1940), pp. 878–883.

"Unemployment Insurance Paid $84.24 Per Beneficiary During 1939." *Social Security*, New York, Vol. 14, No. 5 (May 1940), p. 1 ff.

The results of a special study, by the American Association for Social Security, of the operations of unemployment compensation programs during 1939.

"What Do the Nation's Economists Estimate Unemployment to Be?" *United States News*, Washington, Vol. 8, No. 14 (Apr. 5, 1940), pp. 24–25.

WHELPTON, P. K., and HOLLANDER, EDWARD. "A Standard Occupational and Industrial Classification of Workers." *Social Forces*, Baltimore, Vol. 18, No. 4 (May 1940), pp. 488–494.

WILLIAMS, RICHARD G. "Contributions, the Life Stream of Job Insurance." *Compensator* (Ohio Bureau of Unemployment Compensation), Columbus, Vol. 3, No. 4 (April–May 1940), pp. 3 ff.

Administrative and statistical data, with photographic illustrations, on the collection of contributions in Ohio.

WOAL, S. THEODORE. "Job Requirements and Technological Change." *Occupations*, New York, Vol. 18, No. 8 (May 1940), pp. 578–582.

An "analysis of the effect of technological changes on the skills required of workers," based on industrial surveys made in St. Paul and Minneapolis.

PUBLIC WELFARE AND RELIEF

AMERICAN PUBLIC WELFARE ASSOCIATION. *Suggested Reading List on Public Welfare Boards.* Chicago: American Public Welfare Association, May 1940. 3 pp. Processed. (A. P. W. A. Bibliography No. 6.)

BRYAN, H. L. "Home Relief and WPA Programs; Comparison of the Years 1938 and 1939." *Social Statistics* (New York State Department of Social Welfare), Albany, Vol. 3, No. 2 (October–December 1939), pp. 1–4.

CITY CLUB, CHICAGO, SOCIAL WELFARE COMMITTEE. *Outline for a Long-Term and a Short-Term Plan for Reorganization of the Public Child Welfare Services.* Chicago, August 30, 1939. 18 pp.

COUNCIL OF STATE GOVERNMENTS. *Tables on General Relief, December 1939.* Chicago: Council of State Governments, no date. 41 pp. Tables.

Consists of three extensive tables, arranged by States, giving information on the administration of general relief, requirements for eligibility for general relief, and provisions affecting the status of recipients of general relief.

GILL, CORRINGTON. "Local Work for Relief." *Survey Midmonthly*, New York, Vol. 76, No. 5 (May 1940), pp. 157–159.

A critical analysis of local work programs in which the author declares that unemployment is a national, long-term problem requiring a realistic solution on a national scale.

GREGOIRE, JEAN. "The Public Welfare System of the Province of Quebec." *Canadian Welfare*, Ottawa, Vol. 16, No. 1 (Apr. 1, 1940), pp. 16–23.

HENDRICKS, HAZEL A. "Methods of Training Used by the Various States for Child Welfare Workers." *The Compass*, Albany, Vol. 21, No. 8 (May 1940), pp. 8–10.

HOUWINK, EDA. "Case Work in the Public Agency." *Survey Midmonthly*, New York, Vol. 76, No. 5 (May 1940), pp. 163–165.

The second of two articles on social case work in the public agency.

HUMPHREY, NORMAN D. "Are There 'Principles of Social Case Work'?" *Sociology and Social Research*, Los Angeles, Vol. 24, No. 5 (May–June 1940), pp. 453–455.

JOHNSTONE, HARRIS S. "Saskatchewan and Its Public Welfare Service." *Canadian Welfare*, Ottawa, Vol. 16, No. 2 (May 15, 1940), pp. 19–28.

LENROOT, KATHARINE F. "Progress in Pan American Child-Welfare Work." *The Child*, Washington, Vol. 4, No. 10 (April 1940), pp. 256–260.

MCMILLEN, WAYNE. "Client 'Fraud' in Chicago." *Social Service Review*, Chicago, Vol. 14, No. 1 (March 1940), pp. 36–50.

MORRILL, ELIZABETH M. "Field Service in a Public Agency." *The Family*, Albany, Vol. 21, No. 3 (May 1940), pp. 71–75.

"Old Age Assistance Service in Cook County." *Welfare Bulletin*, Springfield, Vol. 31, No. 5 (May 1940), pp. 18–19.

"Public Relief Statistical Reporting." *Public Welfare Bulletin*, Bismarck, N. Dak., Vol. 5, No. 3 (May 6, 1940), pp. 1–4. Processed.

"A Rainbow Pot of Gold or Dependable Income for Old Age." *American Federationist*, Washington, Vol. 47, No. 5 (May 1940), pp. 474–478. (Also in pamphlet form.)

An analysis of the cost of proposed plans for larger old-age pensions, concluding that "it is far better to develop a well-rounded program of insurance for the emergencies against which the low-paid worker cannot protect himself than to concentrate on security for only our old age."

"Relief—A Permanent Burden." *United States News*, Washington, Vol. 8, No. 18 (May 3, 1940), pp. 26–27.

Described as "the result of an extensive research," this article considers long-term trends in work relief, public assistance under the Social Security Act, and general relief.

RICH, ADENA M. "Naturalization and Family Welfare; When Is a Client a Citizen?" *Social Service Review*, Chicago, Vol. 14, No. 1 (March 1940), pp. 10–35.

Social Case Work With Children; Studies in Structure and Process, edited by Jessie Taft. *Journal of Social Work Process*, Philadelphia, Vol. 3, No. 1 (December 1939), pp. 1–237.

A collection of 13 articles which includes a number of highly specialized studies but is principally devoted "to a clearer formulation and exposition of what is implied in the professionally conscious placement of the dependent child in a foster home and the relation of this form of care to the community that supports it."

SPRINGER, GERTRUDE. "Miss Bailey Goes Visiting: Right Here—and Now." *Survey Midmonthly*, New York, Vol. 76, No. 5 (May 1940), pp. 167–168.

Examples of the need for more adequate local child-welfare and assistance measures.

STRAWSON, STANTON M. "The Planning and Operation of a Public Home." *Public Welfare News*, Chicago, Vol. 8, No. 2 (February 1940), pp. 2–4.

THOMPSON, ELIZABETH A. "Aid to Dependent Children in the United States." *Tennessee Public Welfare Record*, Nashville, Vol. 3, No. 4 (April 1940), pp. 5–6.

"Turnover in General Assistance Rolls During 1939." *Pennsylvania Public Assistance Statistics*, Harrisburg, 1940, No. 1 (January), pp. 19–33. Processed.

"Welfare in a Democracy." *Canadian Welfare*, Ottawa, Vol. 16, No. 2 (May 15, 1940), pp. 3–8 f.

Excerpts from an address by the director of the Canadian Welfare Council.

HEALTH AND MEDICAL CARE

BUTLER, ALLAN M. "Quality of Medical Care Under a National Health Act." *American Journal of Public Health*, Albany, Vol. 30, No. 2 (February 1940), pp. 145–148.

CABOT, HUGH. *The Patient's Dilemma; The Quest for Medical Security in America.* New York: Reynal & Hitchcock, 1940. x, 284 pp.

The central thesis of this survey of medical progress and of the availability of, and ways of paying for, medical care in the United States may be summarized in the author's statement that "the discrepancy between the feats that modern medicine can perform and the brand of medical care which the average man receives is literally enormous." Dr. Cabot finds that no existing system has been effective in bettering the medical care received by the mass of people. His criticism applies, for different reasons, to private practice, commercial insurance, group hospitalization, group prepayment plans, and compulsory health insurance. In the chapter on Medicine of the Future, he recommends a balance among consumers, physicians, and the government in order to provide medical services of the first quality for persons of all income levels.

COUPERUS, MOLLEURUS. "Voluntary Health Insurance in the Netherlands." *Journal of the American Medical Association*, Chicago, Vol. 114, No. 21 (May 25, 1940), pp. 2120–2121.

DAYTON, NEIL A. *New Facts on Mental Disorders; Study of 89,190 Cases.* Springfield, Ill., and Baltimore: Charles C. Thomas, Publisher, 1940. xxxiv, 486 pp.

A general study of mental disorders "as a broad sociological and administrative problem," based on Massachusetts data from 1917 through 1933. It includes factual material and analyses which relate the unemployment problem—over a period of demobilization, recovery, and depression—to the number of admissions for mental disorders. The author holds that the presence of relief during the depression tended to act as a "buffer between economic disaster and the development of a mental disorder."

HISCOCK, IRA V. "Community Health Education." *American Journal of Public Health*, Albany, Vol. 30, No. 5 (May 1940), pp. 516–522.

KELLY, MICHAEL A. "Social Aspects of Hospital Service Plans." *Hospitals*, Chicago, Vol. 14, No. 5 (May 1940), pp. 57–59.

MOUNTIN, JOSEPH W. "Administration of Public Medical Service by Health Departments." *American Journal of Public Health*, New York, Vol. 30, No. 2 (February 1940), pp. 138–144.

PATE, JAMES E. "The Public Health." *Social Forces*, Baltimore, Vol. 18, No. 4 (May 1940), pp. 525–535.

A discussion—largely in terms of the National Health Conference—of the country's health problem, administrative issues, and compulsory health insurance.

PENNELL, ELLIOTT H.; MOUNTIN, JOSEPH W.; and PEARSON, KAY. "Existence and Use of Hospital Facilities Among the Several States in Relation to Wealth as Expressed by Per Capita Income." *Public Health Reports*, Washington, Vol. 55, No 19 (May 10, 1940), pp. 822–846.

"Trend of Morbidity and Mortality During 1939 and Recent Preceding Years." *Public Health Reports*, Washington, Vol. 55, No. 19 (May 10, 1940), pp. 801–821.

U. S. BUREAU OF THE CENSUS. *International Vital Statistics; Summary. Vital Statistics—Special Reports*, Washington, Vol. 9, No. 36 (May 2, 1940), pp. 345–461. Processed. (Entire issue.)

"This report presents a compilation of basic demographic data for many nations. . . . The report includes statistics of population; births and fertility; mortality by cause, age, and sex; life expectancy by age and sex; marriage and divorce; legitimacy of births; and migration. Trends since 1920 and detailed statistics for recent years are shown."

WADMAN, RUTH. "Moves for Health." *The Compass*, Albany, Vol. 21, No. 8 (May 1940), pp. 5–6 ff.

A résumé of the development and present status of the movement for national health legislation.

WOLFENDEN, HUGH H. "The Development and Characteristics of Governmental Health Insurance Plans in Europe and the British Empire." *Canadian Medical Association Journal*, Montreal, Vol. 42, No. 3 (March 1940), pp. 276–280.

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

The following list includes only publications which are currently on sale at the Government Printing Office or now in preparation for sale later. Copies of the publications listed may be purchased from the Superintendent of Documents, United States Government Printing Office, Washington, D. C., at the prices indicated. Purchase orders, accompanied by remittance, should be addressed directly to that office. Prices of publications now in preparation will be announced in the Social Security Bulletin and in the Monthly Catalog issued by the Superintendent of Documents. A limited supply of most of the publications listed is available for official use to agencies directly concerned with administration of the social security program; requests specifying the items desired should be addressed to the Social Security Board.

PERIODIC PUBLICATIONS

Social Security Bulletin. A monthly publication, beginning with Vol. 1, Nos. 1–3 (March 1938). Subscription price: $2 a year in the United States, Canada, and Mexico; $3.75 a year in other countries. Single copies, 20 cents.

Special articles and current data on operations of the programs of employment security, public assistance, and old-age and survivors insurance, and on the results of research and analysis pertinent to the social security program.

Social Security Yearbook. (Annual supplement, for the calendar year 1939, to the *Social Security Bulletin.*) In preparation.

Employment Security Review. (Formerly *Employment Service News.*) A monthly publication of the Bureau of Employment Security. Subscription price, $1 a year. Single copies, 10 cents. Issues up to and including Vol. 6, No. 7 (July 1939), published by the U. S. Employment Service, Department of Labor.

Articles on subjects pertaining to the employment security program and related fields.

Benefit Series, Unemployment Compensation Interpretation Service. Monthly, with semiannual cumulative indexes. $5 per year. (Vol. 1 (Nos. 1–6) $1; 20 cents per single number. Vol. 2 (Nos. 1–12) $2; 20 cents per single number.)

A monthly indexed compilation of selected State decisions, opinions, and interpretations on appealed claims for unemployment benefit rendered under State unemployment compensation laws.

Second Annual Report of the Social Security Board. 1937. 205 pp. 30 cents.

Report to the Congress for the fiscal year ended June 30, 1937. Includes supplementary data for the period July 1–October 31, 1937.

Third Annual Report of the Social Security Board. 1938. 249 pp. 30 cents.

Report to the Congress for the fiscal year ended June 30, 1938. Includes supplementary data for the period July 1–October 31, 1938.

Fourth Annual Report of the Social Security Board. 1940. 309 pp. 40 cents.

Report to the Congress for the fiscal year ended June 30, 1939. Includes supplementary data for the period July 1–October 31, 1939.

SPECIAL REPORTS

Old Age in Sweden: A Program of Social Security. By Helen Fisher Hohman. 1940. 305 pp. 35 cents.

A comprehensive report on provisions for the aged in Sweden, including social insurance, assistance, subsidized housing, health, and other aspects of the Swedish welfare program.

Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937. Bureau Report No. 1. Bureau of Research and Statistics, 1938. 52 pp. 15 cents.

Plan for a Case Census of Recipients of Public Assistance. By Margaret C. Klem. Bureau Report No. 2. Bureau of Research and Statistics, 1938. 92 pp. 15 cents.

Unemployment and Health Insurance in Great Britain, 1911–1937. By Marianne Sakmann. Bureau Report No. 3. Bureau of Research and Statistics, 1938. 44 pp. 10 cents.

Seasonal Workers and Unemployment Insurance in Great Britain, Germany, and Austria. By Franz Huber. Bureau Report No. 4. Bureau of Research and Statistics, 1939. 167 pp. 20 cents.

An Outline of Foreign Social Insurance and Assistance Laws. Bureau Report No. 5. Bureau of Research and Statistics. In preparation.

Cash Benefits Under Voluntary Disability Insurance in the United States. By Elizabeth L. Otey. Bureau Report No. 6. Bureau of Research and Statistics. In preparation.

Public and Private Aid in 116 Urban Areas, 1929–38, With a Supplement for 1939. Bureau Report No. 7. Bureau of Research and Statistics. In preparation.

Trends in Public Assistance, 1933–39. Bureau Report No. 8. Bureau of Research and Statistics. In preparation.

Cost of Administering Unemployment Insurance in Great Britain, 1912–39. By Franz Huber. Bureau Report No. 9. Bureau of Research and Statistics. In preparation.

Unemployment Compensation—What and Why? Publication No. 14. January 1938. 54 pp. 10 cents.

An analysis of the background of unemployment compensation legislation and a brief account of Federal and State provisions. Includes a bibliography.

Dictionary of Occupational Titles. Part I—*Definitions of Titles;* Part II—*Group Arrangement of Occupational Titles and Codes;* Part III—*Conversion Tables.* Prepared by the Job Analysis and Information Section, Division of Standards and Research. U. S. Employment Service. 3 vols. Pt. I, $2. Pts. II and III, $1 each.

Information on approximately 29,000 occupations, designed for the purpose of facilitating proper classification and placement of workers. Other publications resulting from the occupational research program of the Division of Standards and Research of the U. S. Employment Service (now a unit of the Bureau of Employment Security, Social Security Board) include a series of job descriptions for various industries. Additional information concerning these publications and other material previously issued by the U. S. Employment Service may be obtained from the Bureau of Employment Security.

Benefit Decisions of the British Umpire: A Codification and Text of Selected Decisions. Unemployment Compensation Interpretation Service; Benefit Series, General Supplement No. 1. 1938. 867 pp. $1.

A handbook of decisions of the British Umpire under provisions of the British Unemployment Insurance Act which are similar to those contained in unemployment compensation laws in the United States. Part I is a general statement of principles developed in interpreting disqualifying conditions; part II is a codification of these principles; and part III gives the text of all decisions cited.

A Brief Reading List on the Social Security Act, Including References on the Amendments of 1939. 1939. 12 pp. 5 cents.

An introductory guide to publications dealing with the social security program in the United States, including the Social Security Act Amendments of 1939.

LEGAL AND ADMINISTRATIVE PROVISIONS

Compilation of the Social Security Laws; Including the Social Security Act Amendments of 1939 and Other Enactments of the 76th Congress, 1st Session. 1939. 92 pp. 10 cents.

Social Security Board Regulation No. 1. 1937. 2 pp. 5 cents.

Relates to disclosure of official records and information.

Social Security Board Regulations No. 2. 1939. 31 pp. 10 cents.

Federal old-age benefits under title II of the Social Security Act of 1935.

Regulations No. 3. 1940. 116 pp. 15 cents.

Federal old-age and survivors insurance under title II of the Social Security Act as amended, effective January 1, 1940.

Characteristics of State Plans for Old-Age Assistance. Publication No. 16. (Rev. ed.) October 1, 1939. 37 pp. 10 cents.

Chart showing, by States, important features of individual State plans for old-age assistance.

Characteristics of State Plans for Aid to the Blind. Publication No. 17. (Rev. ed.) October 1, 1939. 25 pp. 10 cents.

Chart showing, by States, important features of individual State plans for aid to the blind.

Characteristics of State Plans for Aid to Dependent Children. Publication No. 18. (Rev. ed.) October 1, 1939. 25 pp. 10 cents.

Chart showing, by States, important features of individual State plans for aid to dependent children.

Comparison of State Unemployment Compensation Laws as of March 1, 1940. Employment Security Memorandum No. 8. Bureau of Employment Security, 1940. 141 pp. 20 cents.

Text and tables comparing the principal provisions of State unemployment compensation laws relating to coverage, financing, benefits, eligibility for benefits, disqualifications, and other factors.

U. S. GOVERNMENT PRINTING OFFICE: 1940